A Strategy for the South East

A first report by the South East Economic Planning Council

London
Her Majesty's Stationery Office
1967

Prepared by the South East Economic Planning Council
Designed by the Central Office of Information
Maps and diagrams prepared by the Ministry of Housing and Local Government
except for the General Reference Map (in pocket).
Published for the Department of Economic Affairs

Contents

Chapters

Tables in the Text

Annexes

Illustrations in the text

Figure

MAPS IN POCKET

Foreword

This report on a future strategy for the South East Economic Planning Region has been prepared for the Secretary of State for Economic Affairs, to whom it is being forwarded, and the Council look forward to receiving the Government's views on the recommendations in it.

The Council have looked ahead to consider how the region might develop by the end of the century. There are obviously many unknowns in this picture, but, in considering the requirements of a vast, complex region which includes London and the Metropolitan area, it is essential to plan for twenty or thirty years ahead. We have examined the more immediate problems of the years up to 1981 against this long-term background.

We are not putting forward expansionist plans for the development of the South East at the expense of other regions*; this report is a sober assessment of what needs to be done if the region is to continue to make its major contribution to the country's economy. Entry into the Common Market could well increase the importance of this contribution. Some of the region's problems are very formidable, for example, the urban renewal of areas of London, the construction of major transportation systems, the development of new large city regions and the protection of the lovely countryside in many parts of the region; but they must be tackled if the region is to continue to play the important part in the national economy which it is vital for us all that it should do.

This is a first report. There are many matters which we have not been able to examine as fully as we would have wished in the year or so of our existence. We hava been greatly helped by our discussions with both sides of industry and with the planning authorities of the region. We have had a number of meetings with the representatives of the Standing Conference for London and South East Regional Planning and the Greater London Council. I have also visited the 23 county and county borough authorities in the region. It is our intention to develop these consultations further and on a regular basis. We would welcome comments on the report from any interested bodies or individuals to assist the Council in their further work.

I would like to express the Council's appreciation of the valuable help given them by the Economic Planning Board in the preparation of this report. The Council also wish to record their thanks to the Council Secretary and his staff for all their hard work in getting the report ready in so short a time.

*See Figure 1 for a map of the Economic Planning Regions of Great Britain.

Maurice Hackett

August 1967
2 Queen Anne's Gate Buildings
Dartmouth Street
London SW1

Chairman, South East Economic
Planning Council

Members of the South East Economic Planning Council

CHAIRMAN OF THE COUNCIL AND CHAIRMAN, STRATEGY COMMITTEE

Maurice Hackett, OBE, Chairman, North West Metropolitan Regional Hospital Board

CHAIRMAN, RESEARCH COMMITTEE

Professor J. H. Dunning, Professor of Economics, University of Reading

CHAIRMAN, COMMUNICATIONS COMMITTEE

C. T. Higgins, Member, Bracknell Development Corporation

CHAIRMAN, AMENITIES COMMITTEE

L. W. Lane, Director, Civic Trust

MEMBERS

E. G. Allen, JP, Regional Secretary, Transport and General Workers' Union

Alderman C. C. Barker, JP, Alderman and Chairman, Hertfordshire County Council; Member, Letchworth Garden City Corporation, Thames Conservancy Board, Lea Valley Regional Park Authority

R. G. Beldam, Member, Surrey County and Woking Urban District Councils; Chairman and Managing Director, Beldam Asbestos Company Limited; Special Member, National Board for Prices and Incomes; Member, CBI Council

L. T. Blakeman, Director of Labour Relations, Ford Motor Company

Brigadier Sir Richard H. A-G-Calthorpe, Bt, CBE, DL, JP, Vice-Chairman, Hampshire County Council; Chairman, County Planning Committee

D. N. Chester, CBE, Warden, Nuffield College, Oxford; Alderman, Oxford City Council

Councillor A. J. Coles, Assistant Divisional Organiser, Amalgamated Engineering Union; Member, Gravesend Borough Council

H. A. Collinson, Managing Director, Borden Chemical Company (UK) Limited

H. J. Colman, Chairman, Hawthorn Baker Limited

Councillor J. S. Cripps, Editor, *The Countryman;* Member, Witney (Oxon) Rural District Council

Professor A. C. L. Day, Professor of Economics, London School of Economics; Part-time Member, British Airports Authority; Member, Transport Advisory Council

Councillor Mrs. E. J. Denington, CBE, Member, Greater London Council

J. G. S. Donaldson, OBE, Farmer; Director, British Sugar Corporation, Royal Opera House, Covent Garden, and Sadler's Wells

R. C. Edmonds, Chairman, Consultative Council, South East Gas Board

B. Fry, Regional Secretary, Transport and General Workers' Union; Member, Port of London Authority

Councillor M. Fuller, Member, Kent County Council

Dr. P. G. Hall, Reader in Geography, London School of Economics

Alderman N. Harris, Alderman, Southend-on-Sea County Borough Council; Chairmen and Managing Director, Juno Group of Industries; Member, Road Transport Industry Training Boerd

Professor L. F. Henriques, Director, the Research Unit for the Study of Multi-Recial Societies, University of Sussex

Alderman F. T. Hussey, OBE, Member, Board of British Travel Association; Alderman, Hestings County Borough Council

W. A. Hutchinson, Divisional Officer, Union of Shop, Distributive and Allied Workers; Member, South West Metropolitan Regional Hospital Board

J. H. Jacques, JP, Chairman, Co-operative Union 1965–66, formerly Chief Executive Officer, Portsea Island Co-operetive Society

C. H. Jourdan, Chairman and Joint Managing Director, Parker-Knoll Limited

Alderman H. C. Lawrence, Aldermen, Luton County Borough Council

D. McKenne, CBE, Chairman, Southern Railway Board; General Manager, Southern Region, British Rail

Dudley Perkins, Director-General, Port of London Authority

G. C. H. Powell, Architect, Chamberlain, Powell and Bon

F. B. Roberts, MBE, Editor, *Engineering*

Professor P. J. O. Self, Professor of Public Administration, London School of Economics

F. V. Waller, Chairman and Managing Director, Adwest Group Company Limited

Sir Henry W. Wells, CBE, Chairman, the Commission for New Towns; Chairman, the Land Commission

Councillor R. West, Member, Berkshire County Council

L. G. Wright, JP, London District Secretary, National Union of General and Municipal Workers

Chairmen, Economic Planning Boerd
T. L. Beagley

Secretary, Economic Planning Council
R. E. Abbott

Department of Economic Affairs
2 Queen Anne's Gate Buildings
Dartmouth Street
London SW1

Fig. 1 ECONOMIC PLANNING REGIONS OF GREAT BRITAIN

Definition of areas

The *South East Economic Planning Region* covers Bedfordshire, Berkshire, Buckinghamshire, Essex, Hampshire, Hertfordshire, Kent, Greater London, Oxfordshire, Surrey, East and West Sussex, and the Isle of Wight.

The *South East Standard Region* is used for statistical purposes and covers the same area as the Planning Region, except that it includes Poole MB (part of the South West Planning Region).

The *Metropolitan Region* is the area within about 40 miles of Central London (see the General Reference Map in the pocket).

There are three major divisions of the South East Standard Region: *Greater London* (the Greater London Council Area), the *Outer Metropolitan Area** (thet part of the Metropolitan Region outside Greater London), and the *Outer South East* (the remainder of the region). Both the Outer Metropolitan Area and the Outer South East have been further divided into six sub-divisions. (See Figure 2).

The Greater London Conurbation is an area, slightly larger than the present Greater London, used for statistical purposes before the Greater London Council was set up.

Central London is an area, defined in the 1961 census, roughly bounded by the mainline railway stations (see Figure 10). For pre-1961 statistics the term Central London applies to the six former Inner London Metropolitan Boroughs (the City, Westminster, Finsbury, Holborn, St. Marylebone, and St. Pancras), an area less precise in terms of central area functions.

---

*See *The Registrar General's Annual Estimates of the Population of England and Wales and of Local Authority Areas, 1966*, page 4 (HMSO), for the constitution of the Outer Metropolitan Area. In tables where statistics for Greater London refer to the Conurbation rather then to the Council area, the term Outer Metropolitan Area relates to that part of the Metropolitan Region outside the Conurbation.

Fig. 2 DIVISIONS OF THE SOUTH EAST STANDARD REGION

The three major divisions are Greater London (the GLC area), the Outer Metropolitan Area (OMA), and the Outer South East (OSE). The thirteen sub-divisions, listed below, are those being studied by the Planning Council in a current research project.

1 Greater London
2 OMA (West)
3 OMA (North)
4 OMA (East)
5 OMA (South East)
6 OMA (South)
7 OMA (South West)
8 OSE (Berks./Oxon.)
9 OSE (Beds./Bucks.)
10 OSE (Essex)
11 OSE (Kent)
12 OSE (Sussex Coast)
13 OSE (Solent)

1 General Approach

1. The South East Region has a population of 17 million inhabitants, a third of the population of Great Britain. In erea, it covers over 10,000 squara miles. It is easily the largest region in terms of population and also the largest English region in size. With the nation's capital in its centre, its people more than elsewhere think in national rather than regional terms. But it is our task to present a regional stratagy and to consider its problems not just from the point of view of London, but in the wider interests of the region as a whole.

2. Nevertheless, London must be the starting point. London dominates the region and its problems affect most people living in it. We are all proud of London's position not only as our capital but as a unique international centre for commerce and finance, as a world-wide tourist attraction and as a centre for the arts, education, religion and science. It is of very great importance for the nation's prosperity that it should continue to be so. Our plans for the future must enable London to work as efficiently as possible.

3. To this end, the growth of London must be contained. Firm controls must be exercised to relieve traffic congestion, to reduce the difficulties and excessive costs of business firms and to make life as pleasant as possible for the individual Londoner. These controls are on occasion irksome to us as private citizens, but it is not difficult to imagine the chaos that would result from a free for all without them. Continued efforts must be made to prevent unnecessary concentration of activities in London, particularly in the central area, which can reasonably and efficiently be carried out alsewhere. Some success has been achieved in this but much remains to be done.

4. We fully endorse the concept of holding the resident population of Greater London at or under 8 million. The modernisation of many areas of inner London will be essential for the capital's efficient working; and slum clearance must also continue to have high priority. Urban renewal in London will make a heavy demand on the country's resources during the rast of the century.

5. The rest of the region should be able to accommodate the greater part of its natural population increase, in addition to housing much of London's overspill. There is no reason to fear that there will be any overall shortage of land for this purpose to the end of the century and beyond. But this will put a premium on the careful planning of future population distribution, the siting of tha major expansion schemes and the protection of amenity areas including the Green Belt. We must ensure that the lessons of the 1930s on the need for proper planning are not forgotten.

6. The most promising method of achieving an ordered development of the South East is to develop city regions around the periphery of the region. This is the only means we see of creating effective counter-magnets that will attract population and industry away from London. What we have in mind is a *grouping in which a number of towns are linked together for future planning purposes; not a continuous built-up area,* but a city region that can provide cultural, entertainment and shopping facilities that go some way to counterbalance the attractions of London. For industry location near large concentrations of population provides the best basis for growth and economic development, with a wide range of employment opportunities for those in the area.

7. The increasing pressure of population makes the preservation of the region's amenities the more vital. Increasing leisure means that people will also have more time to enjoy them. We attach great importence to the retention of the approved Metropolitan Green Belt. Areas such as the New Forest, the Chilterns, the Downs, the Thames Valley and many smaller areas which are important to the well-being of the population must be protected. Even more positive controls will probably be required to ensure their preservation in the future. The test should be whether an area is of real recreational and amenity value coupled, of course, with agricultural considerations.

8. We also wish to emphasise the vital place of the industry and commerce of the region in the healthy economic future of the country. The South East contributes about one-third of the country's visible exports; and the City, with its essential national and international services in the field of finance, insurance and shipping, accounts for a large part of the country's foreign exchange earnings on invisible exports, estimated at some £150–£200 million per year. As Figure 3 shows, the region is strategically placed in relation to major European growth areas and, if the country enters the Common Market, the importance of the region for the nation's prosperity will be enhanced.

9. Further, the industry of the region has shown itself very resilient to change in the years since the second world war. A high proportion of the new and fast-growing science-based industries are to be found in it. People

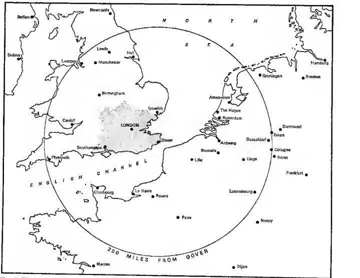


Fig. 3 The South East in relation to major European centres.

often overlook the fact that the region has been able to generate industrial growth, which has helped to sustein the Development Areas; this role of a 'seedbed' for growth should be encouraged. All these considerations underline how important it is that national and regionel policies should help the industry of the South East to continue to make its mejor contribution to the country's prosperity.

10. The motor cer explosion will be the predominating influence in the transport field. Vehicle numbers in the region could well double over the next fifteen years and may treble by the end of the century. Despite a considerable programme of road improvements, traffic is already a serious problem at certain times of day, and not just at the morning and evening rush hours. If there are not to be severe restraints on the use of private cers, this means increased emphasis on the road programme, accompanied by the provision of a more attractive public transport system.

11. The increase in population of itself will impose greater pressure on communications. Transport difficulties may well be the major headache of the 1970s and 1980s and our planning must be geared as closely as possible to communications factors, teking perticular account of the benefits and improvements likely to be made possible through technological advances.

2 People and their work

12. We have undertaken detailed studies of tha population growth and employment trends, both in the region as a whole and in the major divisions of it (Greater London, Outer Metropolitan Area, Outer South East—see Figure 2), and our conclusions on these matters are set out in full in Annexes A and B. We mention here the principal features which are of importance and which have guided us in framing our strategy proposals.

13. On the population side, a major factor is *the size of growth* which has to be accommodated. In the period 1951–64 this was over 1½ million extra people: between 1964 and 1981 current official projections indicate over 2 million, as shown in Table 1. These are large figures because one-third of the country's population is in the South East region, and not because its growth is more rapid than that of other regions. Although the figures up to 1981 are estimates, we would emphasise that we must plan for growth on this scale; any change in the projections will merely mean that this growth will occur a few years sooner or later than we foresee at present, but it will still need to be accommodated.

14. The patterns of population movement into and away from the region are changing. Over the last fifteen years nearly one-third of the population growth consisted of people moving into the region from all sources; but this figure has dwindled in the last five years and *last year more people left the region than came in.* This is mainly the result of falling numbers from abroad and from Scotland and Ireland. According to the projections, net movements into the region from all sources in the period to 1981 are expected to be very small.

15. Within England and Wales in the last five years, the South East has steadily lost more people to other regions than it gained from them. The pattern seems to have been that people have been moving from the northern regions for work in the Midlands and the south; but movements of this kind into the South East region have been more than matched by those leaving it for other regions, many of them in

Table 1* **Home Population**

Million

	1951	1981	1964	1971	1981
Greater London†	8·21	7·99	7·99	7·94	8·01
Outer Metropoliten Area†	3·51	4·52	4·82	5·36	5·90
Outer South East†	3·50	3·85	4·02	4·40	5·06
South East Standard Region†	16·21	16·35	16·83	17·69	18·97

*Because of rounding, some totals differ from the sum of their components in this end other Tables.
†See Definition of Areas, p.xi.

planned expension schemes, e.g. in East Anglia. In the future, projections suggest thet the region will continue, on balance, to lose population to the other regions of England and Wales.

16. London's population has fallen slightly since 1951, the period in which there have been planned movements of people to the early new towns, and is now under 8 million; with current housing problems it would be unacceptable to allow for an increase much above this figure. In consequence the growth of population in London in future will also have to be siphoned awey by overspill schemes.

17. The latest forecast of an increase of 2·14 million in the population of the region between 1964 end 1981 is rather less then the estimetes in the South East Study*. Given the limitations on edding to London's population this extra population must be accommodated elsewhere in the region, and this poses serious problems. Over the last fifteen years the bulk of the growth has been in the Outer Metropolitan Area; since 1961, however, there have been signs of increasing growth in perts of the Outer South East and, with more emphasis on plenned movements of population to places further eway from London, the current projections expect this trend to continue, with the growth shared almost equally between the Outer Metropolitan Area and the Outer South East.

18. We have made use of the current official projections in the preparation of this report, but we do not accept them without reservetions. The projections incorporate, as a central assumption, the movement of one million people out of London; this need to move people out arises primarily from London's housing situation end, for the reasons given in Chapter 4, we fully support this policy. But, for economic planning purposes, we must also study further the likely employment effects in the wider metropolitan and regional context which may arise from the overspill progremme. We must also relate the employment pattern that develops to what is needed for the efficient growth of industry and commerce in the region. Clearly the movement of large numbers of workers from London could make the labour shortage problem even more severe in the capital unless the right action is taken also to reduce employment there. We shall need, therefore, to keep the situation under cereful review as the overspill programme develops.

19. In the employment field the situetion in the region is obscured by a shortage of statistics and the lack of historical sequence in those that are available. But what is cleer is that growth of employment 1951–61 was faster in the region than in the country generally, and very much faster in the Outer Metropolitan Area. Since then the position is less certain, but the evidence is that growth has still continued in the Outer Metropolitan Area end perhaps more rapidly than previously in the Outer South East. We examine the implications of this growth further in Chapter 6 (for the region generally) and in Chapter 10 on London.

20. The other major factor of strategic importance for the future in employment terms is the rising proportion of dependants, especially children, in the total population shown in the current projections; this would result in much smaller increases in the population of working age in the region up to the mid-1970s than there have been recently, and an actual fall in the numbers in London. Furthermore the Government's policy is to raise the school-leaving age in 1970; *and these factors together are likely to intensify the existing shortages of labour in the period to 1975*. As we point out elsewhere in this report, perticularly in Chapter 6, measures to counteract this shortage are urgent—the decline in numbers of working age has already begun—and important if national end regional economic growth is not to be held back.

**The South East Study, 1961–1981*. HMSO, 1964.

B

3 Regional strategy up to 2000

21. We see it as our main job to suggest a pattern of development in the South East which is practicable in terms of the programme of development already in progress for the period to 1981 and which can be continued in the last quarter of the century. This chapter examines the possibilities in the very long-term future after 1981, and we see in the next chapter how present policies can be fitted in consistently with that pattern. It is essential for planning over the whole period to be based on a coherent strategy.

22. If we apply to the South East the broad estimate of a 20 million increase in Great Britain's population between now and 2000, as stated in the National Plan*, there would be some 4 million additional people from natural increase alone in the South East to accommodate between 1981 and 2000. It could be that new major developments well away from the South East, e.g. Humberside, Severnside, etc., will attract appreciable numbers from the region; but, on the other hand, the pattern of inward migration is difficult to forecast, and it is necessary to contemplate the possibility of housing all the increase either within or around the periphery of the region.

23. One of the major planning principles has been the pressing need to contain the physical expansion of Greater London. We also think it unlikely that Greater London could satisfactorily accommodate any significant increase in population. Our main attention has therefore been focused on the possibilities in other parts of the region and on what would be a sensible distribution in economic and social terms.

24. In seeking a pattern for future long-term development, we have looked in general terms at a number of choices: but in selecting the strategy that we outline later in this chapter some fundamental considerations seemed to be of special importance. In particular any realistic pattern for future growth must take account of existing population patterns and plans for further development. Our strategy recognises the established plans in the Government's overspill programme for the build-up of towns at a good distance from London; we have given warm support to these plans, and we intend that they should be the basis for the development of counter-magnets to London and of new growth areas with potential for further expansion in the future.

25. Secondly, our strategy makes maximum use of existing and planned investments in the region, particularly in transport facilities. Developed in response to the pressure of demand and resulting traffic congestion, the new motorways and electrified rail lines in the South East take a predominantly radial pattern; and in the last fifteen years, population and employment growth have followed the same pattern. Most of these investments will offer surplus capacity, at least for some time ahead; new urban growth sited alongside them will benefit immediately from their existence and will give them an important regional function in addition to their role in the national communications network.

26. We have also been impressed by the fact that recent plans for other major metropolitan areas—among them Copenhagen, Stockholm, Paris, Washington—have shown remarkable unanimity in advocating development in the form of corridors or axes, following major lines of transportation which lead

*The National Plan. Cmnd. 2764. HMSO. 1965. (Chapter 1, paragraph 53).

outwards from the central city. This reinforces our view that, with the growing efficiency of modern transport, centres for future growth can be located further eway from the major conurbation without losing the economic advantages of concentration, provided they have rapid and frequent access to the metropolis. In the South East the main features of the communications system by 1975 or soon after—described in more detail in Chapter 7—will be:

i. the radial motorways M1 to the Midlands and Yorkshire; M2 to the Medway Towns, Canterbury and Dover; M3 to Basingstoke and Southampton; M4 to Swindon and the West; M11 through Bishop's Stortford to the regional boundary; and M23 to south of Crawley;
ii. radial trunk routes of similar standard A1 to Peterborough and the North; A12 to Ipswich; A20 to Ashford; and A40 to Oxford;
iii. major sections of the orbital and ring routes in and around London;
iv. electrified railway lines through Kent end Sussex, to Southampton, Birmingham, Manchester and Ipswich, and possibly to Peterborough;
v. major port development at Tilbury as well as the continued importance of Southampton and the Haven ports (Felixstowe, Ipswich and Harwich);
vi. three major airports at Heathrow, Gatwick and Stansted.

We are also assuming in our plans that the Channel Tunnel will be constructed during the 1970s.

27. We have concluded that a pattern of development which is based on this communications network is likely to offer great advantages, especially in terms of accessibility to the major expansion schames and to London. But we consider that the pattern should also provide for growth to be concentrated in relatively few areas; and this leads to the concept of developments at a limited number of points along the radial line. There are, of course, disadvantages. One of them, it is argued, is that such developments may attract to the South East growth which might otherwise teke placa in other regions. We think that this is one which must be regarded as of secondary importance, compared with the central objective of diverting growth away from London. A purely linear pattem can also bring the disadvantage of undue emphasis on a single radial route; and in order to minimise this and retain maximum flexibility we propose, in general, development along two or more parallel radial lines with reasonably good cross links connecting them. Thus, instead of the simple linear form we have developed the concept of sector development which has substantial breadth es well as length. (See Figure 4.)

28. This pattern also seems to us to serve the requirements of expanding industry in the region. An assessment of industrial growth in the South East since the end of the war indicates that good communications, a large end concentrated labour market, and proximity to the capital, London, and to the consumer market have been the main factors influencing the choice of sites. So a pattern of development based on communications and concentrated as far as possible in medium-size and large developments should meet these needs. Concentration will also benefit the individual as worker, because within a given travelling time it increases his range of job opportunities. Similarly it benefits him as consumer, by increasing his choice of shopping and other urban services.

29. Equally important is the effect on amenities. As leisure and mobility increase, access to open space will be of growing importance. But the fear that very large areas of the region will be completely built over, leading to continuous urban sprawl, is without foundation; the proportion of the region's land that will be in 'urban use'* is expected to rise from 23 per

*Defined as use for residential, industrial, educational or institutional purposes, and land taken for roads and railways. The calculation implies a fall from the current density of 12 persons per acre gross in developed areas, both urban and rural, to 10 persons per acre gross by the end of the century.

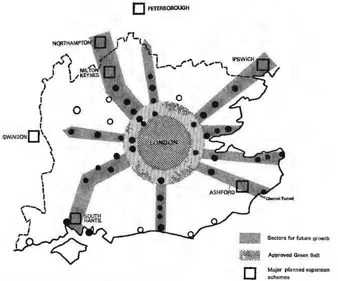


Fig. 4 DIAGRAMMATIC PRESENTATION OF THE STRATEGY
Based on the detailed Strategy Map in the pocket.

cent in 1966 to about 36 per cent by the end of the century. Thus, there will still be large areas of open land in the South East, mostly of scenic beauty or of high agricultural value. But it is critically important to plan the disposition of this land efficiently in order to offer the greatest benefit to the people of the region. If development were allowed to spill loosely around each existing town and village, the result could be that much of the impression of open country would be lost for ever; and with the population pressures we expect, there will be greater risk of countryside being lost to development unless more positive policies are introduced for its protection. The pattern we have chosen, which concentrates the largest possible share of the population growth in relatively few sectors, holds out the best possible chance of maintaining wide continuous areas of unspoilt land.

30. After considering all these various factors we believe that the pattern set out in the Strategy Map (in the pocket) is the most promising one for the future, and we warmly recommend it as a basis for further planning study. In summary, its main advantages are:

i. it uses to the full existing and programmed investment in the communications system; this is a vital factor when resources for development are likely to be limited;
ii. it encourages the concentration of population growth in areas that are suitable rather than in a diffused fashion over the whole region;
iii. it emphasises the importance of the major

planned expansion schemes as counter-magnets et the edges of the region to London, and it is natural that population centres should develop on the main links between London and these new major conurbations;

iv. it meets the needs of industry, offering employers access to a large concentrated labour market, and people a wide variety of job choice;

v. it offers the best chance of preserving large-scale areas of rural countryside from the pressures of urban and industrial expansion, and provides very good access to these areas from the centres of population growth.

31. We recognise that this is a preliminary assessment and that much further detailed study and discussion with all the authorities concerned are necessary before this pattern is fully accepted. Many major factors still need to be assessed more closely, in particular the full economic and social implications of the pattern suggested; and we propose that these should be the subject of further research work by Government and by the Council.

What the sector pattern means

32. The details of the areas which might form the major sectors for growth in the future are discussed in paragraphs 40–44. But it is essential to realise that the pattern does *not mean continuous or uninterrupted urban development in every part of every sector.* We have deliberatelydrawn in countryzonesasthey cut across the sectors in order to indicate the need to separate major developments by large stretches of open countryside—the Hampshire Downs and the Kentish Weald are the best examples—and we emphasise most strongly the role that these zones must play in providing for the necessary recreational end amenity needs of the growing population in future and in continuing agricultural use.* The whole area covered by the sectors will clearly not be allocated to urban development; but we do need to look ahead to the needs of the growing population in the 1980s and 1990s, and to indicate areas within which provision for their accommodetion could sensibly be made.

33. We attach equal importance to the positive planning of the green sectors which cover the remainder of the region outside the London conurbation. These areas form 'buffers' between the major and minor sectors and include very wide areas of countryside with varying degrees of importance in terms of agricultural value, natural beauty, or landscape value; but they include also many smaller but growing towns and villages. In these areas, we clearly could not suggest a *total prohibition on all development* since existing towns and villages will grow; but our objective is to prevent by stronger planning discipline any further major urban or industrial expansions in these green sectors.

34. The main focus for new development in the major sectors will be the very large planned expansion schemes located towards the edges of the region. Our efforts must be as far as possible concentrated on these city regions in the early part of the period before 1981, so that they can develop as effective counter-magnets to London; and there will be continued growth thereafter. This will mean that each sector will eventually possess two major poles of attraction. Nevertheless, we recognise that the nation's total resources for developments of this nature will continue to be limited, and that for a wide variety of reasons these schemes cannot and do not grow simultaneously at a uniform rate. The problems involved in the large-scale transfer of population and industry are formidable (see Chapter 5) and the needs of the region's population must be balanced with those of other parts of the country. We have therefore selected our priorities among these major schemes, and these represent the areas in which we think rapid growth will be most practical and feasible and also which have the greatest potential for the longer term. We favour, as our first priority, the development of the South Hampshire city region: and as second and third priorities the

*For greater detail, see Chapter 9.

major expansions in the Milton Keynes and Ipswich city regions.

35. Despite this concentration of effort, a significant proportion of the population increase both before and after 1981 will have to be found homes and jobs in parts of the sectors further in, especially in the Outer Metropolitan Area. This growth nearer London needs to be much more carefully and comprehensively planned. Up to now it has been largely a case of each planning authority doing its best to cope with its natural increase, often supplemented by large inward movement from London: despite controls, employment growth has been extremely rapid. This will not suffice for the future. Our objective in these areas in the sectors must be to see that new jobs match the employment needs of the population growth, thus discouraging any tendency to increased commuting into London. At the same time, and especially after 1981, we shall need to encourage some concentration of growth in particular towns to provide the district services required by a growing population.

36. In this context we have recommended therefore that an overall study needs to be undertaken of both the Outer Metropolitan Area and the rest of the region to select areas which are suitable for further growth and for reception of population beyond the level of their growth by natural increase. This study will need to be undertaken over a period, but we have indicated our own preliminary ideas on places that might be suitable. These should receive priority for further study in much greater detail. We would expect, however, that most, but not all, of the towns found suitable will lie within the sectors for future growth that we have chosen.

37. The Government's announcement that the third London airport is to be located at Stansted in Essex would present major difficulties in the light of our strategy proposals. The site at Stansted lies to the east of M11 and in one of the green sectors. The new airport is likely to provide direct employment for over 20,000 people eventually. A substantial influx of population to the area, probably about 100,000, would need to be accommodated over a period, and we must also make adequate provision for the industrial and commercial enterprises that need to be located in the vicinity of such a major airport. As the White Paper* indicated, there are strong objections to Stansted on regional planning grounds; and the implementation of the decision would require major planning studies to be carried out, in which the Council should participate, in order to mitigate the adverse effects on the area as far as possible.

38. The sector approach is not altogether applicable to the seaside towns along the south coast, and their problems will be looked at separately. Similarly the situation in Oxford and the surrounding area is somewhat special, in that many of its industrial links are with the Midlands rather than with London. These problems are more fully described in Chapter 13.

Sectors for future development

39. Our strategy is based on four pairs of sectors, each consisting of a major sector and a minor sector, all radiating outwards from London along major lines of communication; together with one additional minor sector. In addition to country zones which separate the major and minor sectors, we envisage open space being used to separate and define the settlement pattern within each sector. The precise settlement forms will depend on local circumstances, but we see a great variety: expansions of existing towns, new suburban units with their own centres, controlled infilling and extension of villages, even new villages in suitable locations.

40. SOUTH-WEST AND WEST

I. **To the south-west** a major sector of development would run along the future M3 and the electrified railway line London/Basingstoke/Southampton, and would include some areas between this line and that of the

**The Third London Airport.* Cmnd. 3259. HMSO. 1967.

A3 and London/Portsmouth electric line. The main focus of development is the city region of South Hampshire as envisaged in the Buchanan raport on the area*. This foresaw a possible increase in population to about 1·2–1·8 million by the year 2000. We attach the highest priority to an early start to this development, which we regard as crucial if effective counter-magnets to London are to be created. This is a sector with a very significant amount of land which must be preserved against development: the fine sandy ridges around Haslemere, the Bagshot heath country, the Hampshire Downs and the New Forest. These barriers divide the sector up into a number of possible areas where further development could be concentrated. We recommend an early series of studies of the best form of development in these areas. Besides Southampton/Portsmouth, they are *Bournemouth/Poole;* the *Basingstoke* area; and the *Camberley/Frimley/Farnborough/Aldershot/Fernhem* complex. We think that the two last need to be studied as a whole together with the Reading/Wokingham area, outlined in our next section. The Isle of Wight, the Hampshire Downs and the New Forest should have the status of country zones.

II. **To the west** a minor sector of development runs parallel to the innermost section of the south-west sector, along the M4 and the Western Region main line from London to Reading. Thereafter, the fine landscapes of the Berkshire Downs limit the future development possibilities in this sector; but beyond them there is the expanding city of Swindon, which according to consultants' studies† may reach a future population of 400,000. Within the sector itself the *Reading/Wokingham area* requires a detailed sub-regional growth study, which should be linked to those of Basingstoke and Frimley/Farnborough/Aldershot/Farnham immediately to the south. This is an example of an area where particular care must be taken to preserve open space between the areas of urban development.

South Hampshire Study. HMSO. 1966.
†*A New City.* HMSO. 1966.

41. NORTH-WEST AND NORTH

III. **To the north-west** a major sector would run along the line of the main electrified railway to the Midlands and M1, including some areas east of this towards Bedford, and as far as the A6 trunk road from London. The first priority will be to build up a large planned conurbation as a counter-magnet at the end of the sector. Already, plans for the new city of Milton Keynes are well advanced, and proposals for a mejor expansion of Northampton in the East Midlands Region are being examined; an expansion scheme for London overspill is going ahead at Wellingborough, and the possibility of a modest expansion at Bedford is being considered. These four towns, none of which is more than twenty miles from eny of the others, are sufficiently close to form an extended city region of the Southampton/Portsmouth type; and their situation halfway between London and Birmingham could create a counter-magnet to both conurbations. These four towns must not coalesce into a single built-up area, but they will need to be functionally interdependent; an overall study is already under way to see that the resources of the area are employed efficiently. Inwards towards London, the area within the sector which most urgently needs study is *Luton/Dunstable.* But it will be necessary to guard against coalescence with another study area, the Hitchin/south-east Bedfordshire area, described in the next section, and these studies will need to be linked. As in the south-west sector, the eccidents of geology have created large areas within the sector which will have to be guarded as a country zone, mainly the eastem end of the Chilterns, and the fine country around Woburn in the centre. Between the western and the north-western sectors, the remainder of the Chilterns and the Thames Valley should be a country zone linking with the protected area of the Berkshire Downs further west.

IV. **To the north** a minor sector follows the line of the improved A1 and the main Kings Cross to Peterborough railway line. There are already plans for a major expansion of

Peterborough in the East Anglia Region. Tha area of the north-west Hertfordshire new towns (Hatfield/Welwyn/Stevenage) has been subject to some of the greatest pressures in the whole region since 1950, and any proposal for expansion here would have to be very carefully looked at: but just to the north, the *Hitchin/south-east Bedfordshire* area should be studied as a possible growth area. It is important that the countryside be preserved between the areas of urban growth in the major and minor sectors.

42. NORTH-EAST AND EAST

V. **To the north-east** a major sector follows the line of the A12 and the main railway line to Ipswich. It includes some areas south of this line, towards the minor sector described in the section below. As with the other major sectors, the focal point is a planned counter-magnet at the outer end, based on the expansion of Ipswich. The consultants' report on Ipswich* advised that substantial additional expansion in the sub-region was possible in the longer term. We consider that a further study should be carried out to consider the possibilities of development in the area containing *Ipswich/Colchester and the Haven ports of Felixstowe and Harwich.* The protection of the Stour Valley and Dedham Vale should be ensured in any planned development of the area. Further in towards London, the need is for a study in the area of population pressure around *Chelmsford.* This should be linked with the area immediately to the south between Basildon and Southend. Between the A1 to the north of London and the A12 to the north-east, a very wide sector would be preserved as open countryside, except in the vicinity of the airport at Stansted. Parts of this sector, embracing the attractive villages on the Essex/Suffolk borders should be designated as a country zone.

VI. **To the east** and north of the Thames, there is a minor sector between the two trunk roads and railways from London to Southend: on the north the A127 and on the south the A13 via Tilbury. Within it, a large area along the river should be examined primarily for future port and heavy industrial development. The most likely area for further housing development in this sector is *Basildon/Rayleigh/Southend* and a study of this area should be undertaken. The river mouths of the Crouch and the Blackwater, together with the area around Walton on the Naze should be country zones.

Expansion of Ipswich. HMSO. 1966.

43. EAST AND SOUTH-EAST

There are two possible lines of development: a sector south of the Thames, through the Medway towns via Sheppey, to Canterbury and the Thanet towns, and a sector through Maidstone to Ashford, Folkestone and Dover, following the line of the A20 and the railway to Dover. The precise location of major development in this sub-region cannot be determined until the possibilities of expansion at Ashford have been fully assessed. In the first sector, **VII**, there are prospects of limited development in the Medway towns, and on the Isle of Sheppey. This needs to be studied along with the scope for development at Maidstone. Further to the south east, the area between Canterbury and the Thanet towns also needs further study, but this should be linked with the wider study of the Ashford/Dover area. The North Downs, forming a 'buffer' zone between this sector and that immediately to the south, should be a country zone. In the second sector, **VIII**, there may be scope for major expansion, but this depends on further study of the consultants' report on Ashford*. Development will have to be linked with plans for the Channel Tunnel. We foresee the need for an overall study of the *Ashford/Dover/Folkestone* area, linked with the study of the area to the north, to determine growth possibilities in the longer term.

44. SOUTH

IX. A minor sector follows the Brighton railway line and the future M23 south from London towards the Sussex coast. The possibilities for development in this sector are very

*In preparation.

limited and Brighton has little scope for expansion, but there may be some possibilities for growth at points inland.

Defence

45. Lerge areas of land in the region are held by the Service departments for training end other purposes. The exemination of particular areas for future growth is likely to underline the pressing need for the release of some of this land, both for housing end for recreational purposes, as part of the planned development of the region. Examples that we have in mind ere the Aldershot/Camberley erea, Thorney Island and Shoeburyness. The time has come for the Ministry of Defence to conduct an overall study of its needs for lend in the region, both short-term and long-term, in the light of the population pressures which will be increasingly severe after 1981.

Communicetions

46. We have prapared this plan around the communications planned up to 1975–80, but this does not mean these communications will have the capacity to meet the needs of our strategy, especially in the 1990s. With the rapid increase in the number of motor cars, there will be a pressing need for major improvements in the road system. For example, the needs of the north-west sector may require an alternate route to the M1 in the early '80s. But the pattern of growth we suggest should be the most economic in transport facilities, even with the additional investment thet may be needed. It should be possible to develop commuter and other movements outwards to the mejor expansions, particularly by rail, end thus gain the benefits of traffic in both directions along these lines of communication. This pattern of development should also suit technological developments in the field of less conventional rapid transit systems should they prove an economicel proposition.

4 Planning to 1981

47. In framing our strategy proposals we have naturally taken account of current plans, which will be seen to be generally consistent with our long-term ideas. We now examine progress since the South East Study and see how far these plans are achieving their objective and what measures need to be taken to assist their implementation.

48. We accept that, because of the limitations on the size of London, provision for overspill must be a basic objective of planning in the South East and adjoining regions. If the current programme is not achieved it will set back progress with London housing and the backlog of housing shortage will complicate the immense task of replacing London's obsolescent stock of dwellings.

49. The basic calculation for London overspill in the Study was that, between 1961 and 1981, there would be a need for 550,000 additional dwellings for Londoners, but that only 200,000 of these could be provided within Greater London itself; that is, provision is required in an overspill plan for 350,000 families. Further information in the Milner Holland Report*, coupled with revised estimates of population increase, has since shown that overspill need for the shorter period 1964–81 was still for 330,000 dwellings or about one million people.

50. The Study has already outlined a programme designed to achieve an overspill of this order by a combination of planned and voluntary movement out of London, based on the assumption that 650,000–700,000 would be catered for in *planned overspill schemes* to new and expanded towns, with the remainder moving out under their own arrangements. We accept that an overspill programme of this order is essential in the period to 1981; but we think it is essential to keep the details of the programme under review, especially in the context of the regular revisions of the population projections, and to retain some flexibility in it to meet changing circumstances. In the following paragraphs we describe the progress already made.

51. Although an important part of the total overspill from London consists of voluntary movements, the planned programme does not aim to provide housing and employment for these migrants. These moves form part of the constantly changing picture associated with the large and highly mobile population of London, especially the young adults, and to the extent that they add to population growth in the areas around London they are provided for in the various county development plans. The object of the planned expansion schemes, however, is to move people right out of London and to provide housing and employment for them in balanced communities which do not depend on London. On the basis of past experience Londoners should account for some 70 per cent of the intake into the planned expansion schemes; the balance would come from other parts of the region and from other regions. The total population of these schemes needs therefore to be higher than the intake of planned London overspill (see paragraph 50).

52. Table 2 shows the progress that had been made as at January 1967.

53. The size proposed for the major planned expansions is shown in Annex C, Table 11. The present situation on the progress of the

Housing in Greater London. Cmnd. 2605. HMSO. 1965.

Table 2 **Progress with planned expansion schemes**

	Population
Already located in new and expanding towns, 1964–66	70,000
Remaining capacity in existing new towns	60,000
Remaining capacity of agreed town development schemes	180,000
Additional Proposals	
Proposed further expansion of existing new towns	60,000
Major planned expansion proposals*	480,000
Total	850,000

*Including a notional figure at this stage for Ashford, and Southampton/Portsmouth.

schemes is:

i. a designation order has been made for Milton Keynes;

ii. a designation order has been made for Peterborough;

iii. a designation order has been published in draft for Northampton;

iv. a feasibility study has been completed for the Southampton/Portsmouth area and is under consideration by the Government;

v. a feasibility study for the expansion of Ipswich has been completed and is under consideration by the Government;

vi. a feasibility study has been completed for Swindon and plans for its expansion are being discussed between the local planning authorities and the GLC;

vii. a feasibility study for the expansion of Ashford is being prepared for consideration by the Government.

54. As Table 2 shows, there is provision in the existing proposals for the accommodation of about 850,000 in the period up to 1981. In addition a number of town development proposals are being negotiated by the Greater London Council with local authorities, which would complete the programme; and we have also urged in this report an expansion scheme for about 30,000 in the Hastings area. Development associated with the new airport at Stansted would also be likely to attract a sizeable number of Londoners. The determination of the precise size and overspill content of the South Hampshire and Ashford schemes will also provide some further reserve capacity. On this basis the distribution of population in these planned schemes would probably mean about 500,000 people outside the region, mainly in East Anglia and the East Midlands, and within the South East some 200,000 in the Outer Metropolitan Area and some 300,000 in the rest of the region. (See Figure 5.)

55. There is no doubt that the programme is taking shape well, despite some modifications since the Study proposals were put forward. One major change of significance has been the dropping of the proposed city in the Newbury area (following a study by consultants*) in favour of a concentration of population in the expanding town of Swindon. In addition some of the Study's proposals for smaller planned expansion schemes at such places as Chelmsford and Reading in the Outer Metropolitan Area have been dropped, although a significant proportion of the people leaving London will still go to that part of the region. The remaining planned expansion schemes, mainly in the early new towns, will take some 200,000 people (of whom some two-thirds will come from London); and this together with the

**A New City*. HMSO. 1966.

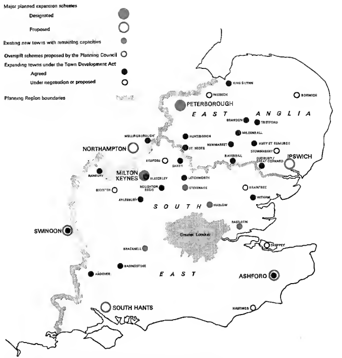


Fig. 5 PLANNED LONDON OVERSPILL SCHEMES AS AT JUNE 1967

The schemes illustrated are those within 90 miles of London. A few other small schemes lie further afield in the East Midlands and South West Planning Regions.

voluntary movement out of London (some 350,000) much of which is expected to go to the Outer Metropolitan Area, will mean that nearly half the overspill leaving London will be provided for in that area.

The Council's views on the programme

56. We are convinced that the development of major centres some distance from London will help to moderete the pull of the capital city on population and employment. These centres should also make it easier to limit London's historic growth outwards and to discourage the growing trend for long-distance commuting. We consider therefore that these major planned expansions, the plans for which are in many cases already well advanced, should be given the first priority in the period

to 1981: the success achieved on these major schemes will be crucial for the strategy for the region to the end of the century. In particular we have expressed strong support for the proposals outlined in the South Hampshire Study (see Chapter 13). We have also indicated our other priorities for initial development, but all these major schemes are important and we need to concentrate our greatest efforts on them.

57. These major expansions can make a large contribution to overspill problems between now and 1981, and it is most important that they should. There are, howevar, some factors which may mean that the rate at which these projects develop will be slower than expected. In practical terms the construction of the necessary roads, infrastructure and housing will require *sustained efforts at a high rate of activity*—higher then that achieved in the peak period of the early new towns. It is possible that these problems might be solved by new industrialised methods of construction and better planning, and we urge meximum attention to these practical difficulties. At the same time the movement of e greater volume of industry and population over greater distances will require much better machinery and co-ordination than hitherto, and we put forward some suggestions in Chapter 5. Lastly the very rapid development proposed is to take place when the available resources will be limited and when industry will be severely strained by manpower shortages which will affect many parts of the country. These are serious problems which will need the closest and continuing attention of the government departments concerned.

58. We have therefore considered the feasibility of housing a greater part of London's overspill population in the Outer Metropolitan Area in case the major planned expansions grow more slowly. This area is obviously attractive to those leaving London, and since there are many places with a high rate of industrial growth, it seemed sensible to look for possibilities for further population growth. However, the fact that about half London's overspill up to 1981 is already expected to go to the area, coupled with its natural population growth in that period, means that the local authorities already have the considerable task of housing more than a million extra people by 1981. In many areas this will be even more difficult owing to physical restraints such as road capacity and sewerage problems and the proximity of the Green Belt which means scarcity of housing land. The scope is therefore limited in any case; but, more important, we could not accept any strategy in the period to 1981 which would damage the prospects for successful long-term development based on the major planned expansion schemes.

59. It is important to remember that this programme is a continuing one which will stretch on beyond 1981; that date is not of crucial significance, and failure to achieve the present target in full by that date would not undo the programme as a whole. A number of factors indeed indicate a policy of cautious vigilance, rather than radical changes, at this stage. For example, the population and migration figures are not firm, and voluntary movements out of London are running at a very high rate at present. There are also many uncertainties about London's future employment situation. We do not, therefore, favour any change in the programme at present, but it needs to be kept under continual review, so that modifications can be introduced, if necessary.

60. Nevertheless, we recommend one minor change of emphasis. It is in the national interest that dynamic industries in the region should not be held back by labour shortages. Many of these firms are situated in the Outer Metropolitan Area, and a movement of population to this area would be attractive to many in housing need in London and would also help to relieve existing labour pressures. We therefore advocate that some limited extra housing, with other service facilities, should be provided for this purpose. We do not suggest, however, any movement of industry to the Outer Metropolitan Area, which would aggravate labour difficulties; nor should a firm be permitted to expand there unless there is no

prospect of its moving to one of the major schemes.

61. Our strategy in the period to 1981 is, therefore, to give a high degree of priority to the major new schemes as e contribution to the region's problems in housing its population growth, end to concentrate the movement of industry, both from London and from the Outer Metropolitan Area (as we recommend in Chapter 6), on these schemes at a good distance from London (where a Oevelopment Area location is entirely impracticable). This will give a solid basis for our long-term strategy to the end of the century, and, as we have already described, the major schemes are en integrel part of the concept of sector development. At the same time the overspill programme needs to be kept under close review and we shall be ready to recommend changes if circumstances require.

5 Arrangements for implementing the programme

62. It would be inadvisable for us to endorse the current programmes for accommodating the region's population growth up to 1981 and to indicate a strategy for development thereafter without giving some thought also to the problems involved in achieving our objectives. There will be many problems, some of which we identify here and which will only be solved as the programme develops; but a thorough review of existing arrangements is needed to pinpoint areas of difficulty. We are concerned here primarily with the period to 1981, but the same problems will persist thereafter and will in some ceses become more acute.

63. There is first the problem of resources. The task of accommodating population growth in the South East will call for a great deal of public investment whatever pattern is selected, and resources are likely to ba limited, especially in the next ten years. For this reason we have indicated our priorities for early development among the major schemes. But we are firmly convinced that our proposals are soundly based in their main essentials and recognise the need to take full account of existing and programmed public investment in order to make the best use of the resources available.

64. We have not so far been able to examine in detail the future plans for investment in the region and to assess our proposals in relation to existing patterns of public expenditure because the necessary statistics have not been fully available. Annex C, Table 12, shows the pattern in 1965–66. But it will be an essential part of our future work programme to quantify the financial implications of our strategy proposals and to make an assessment of long-term priorities in the field of public expenditure.

65. In any review of the plans for meeting the population growth in the region, it is necessary to consider both the new and expanding towns and the needs of the growing population in the rest of the region. The planned expansion programme has a vital part to play, especially in the context of London's overspill, and there will be problems in achieving the current programme; but it is equally important to remember that an even greater part of the population growth will taka place outside these schemes. Up to 1981 about 60 per cent of the extra population will be eccommodated in other ways, as provided for in county development plans, mainly by expansion of existing communities; and even after that, a significant proportion of the region's extra population will find accommodation outside the areas where future growth is planned.

66. In this most important area of development, additional housing will be provided both by local authorities and by private builders, and it will be essential to see that new developments are planned on a comprehensive basis with adequate provision of necessary facilities. In the past, land for development has tended to become available in small quantities at any given time, except for schemes which are planned on a green field sita, where there are fewer problems; and some projects have been held back through inability to acquire the whole site required for the development, especially when the land concerned is in multiple ownership.

67. With the concentration of development that we advocate for the future, we believe that comprehensive planning of these schemes will become an increasingly important necessity. We therefore welcome the fact that the

Land Commission will have powers to acquire land, which will facilitate comprehensive development in circumstances of this kind, end to make it available to local authorities or private builders. This will be a more rapid and certain way of acquiring clean title to the land for housing development; and where the value of the land for other planned uses (e.g. for open space) would be less than its alternative value for residential development, there could also be a reduction in cost to the local authorities. We think that these powers will be especially importent in helping comprehensive development of an area where the land straddles the boundaries of two or more local authorities and where the type of development envisaged is to be a mixture of private and public effort: and we shall be discussing further with the Lend Commission the scope for their assistance in the current programme and in the development of the areas we have indicated for future growth.

68. Another major problem in these developments will be the provision of the necessary main services on the right scale and at the right time. The utility services—water, gas, electricity, sewerage—must obviously be closely linked with the planning process; and it will be e great advantage if lend for these essential services can be made available at an early stage by the local authority, thus avoiding uncertainties and delays as the development proceeds. But it will be equelly essential for each development to be fully examined for its implications for public transport, telecommunications, schools, hospitals and clinics, and other similar services.

69. To turn now to the problems to be met in the planned schemes, the new and expanding towns. We see these under two main heads: the movement of population out of London; and the building up of thriving new social and industrial communities.

70. On the first point, it is important to ensure that the existing machinery for population movement is adequate to do e vastly enlarged job in the future. The volume of population that must be transferred, together with the rapid time scale involved, will mean a much greater demand on the existing methods of recruitment of people willing to move, e.g. the Industriel Selection Scheme. In this context we welcome the establishment of the London Dispersal Liaison Group, including representatives of the GLC end government departments, to examine these questions further in conjunction with the locel authorities and development corporations.

71. The essential thing will be to ensure that the people who move from London are, to a greater extent than in the past, in housing need, end as far as possible a cross-section of the population. The expanding towns have elways taken a high proportion of Londoners—85 per cent or more: in the earlier London new towns the proportion was rather less, about 65 per cent. We must ensure that these rates are mainteined in future, despite the longer distances from London, if the objectives of the plenned migration programme from London are to be achieved. Housing need will increasingly have to be widely interpreted and not confined to those on borough housing lists; and more encouragement to older people to move, with or without younger working relations, will help to create e better age structure in these new communities.

72. The main problem in the receiving towns is one of co-ordination, particularly the relationship of housing to the build-up of employment. This applies at present especially in expanding towns, but there have been problems also in new towns, though to a lesser degree. With the increasing number of overspill schemes, many of them based on existing large towns, such as Swindon, Northampton and Ipswich, these problems of balance between industry, employment and population will be more complex and more varied than in the past. Similar difficulties may also begin to arise, in the longer term, in the areas to be studied for future growth.

73. We therefore recommend, for consideration, the establishment of en inter-depertmental

team at an early stage in eech major scheme, linking with the development corporations and local authorities in the area. Its task will be to keep under review, and where necessary indicate modifications to, an agreed forward programme covering the provision of housing and of industrial, service and office employment. This programme should be produced in each case by the development corporation or locel euthority concerned; end should initially be planned some three to four years ahead. It will be vital elso to have regular consultations about the programme with the nationalised industries, statutory undertakings and other authorities concerned with the overall needs of the development.

74. There will be other matters of detail requiring attention as the overspill programme gets further under way, and we intend to review with the Planning Board all the existing errangements end to suggest possible improvements. Amongst other points, the incentives to industry to move to these areas will be crucial: we have recommended a change in industrial development certificate (idc) policy which would be helpful (see Chapter 6). More might need to be done to ensure that essential skilled workers cen be housed promptly to prevent any discouragement to firms. We have also said that training facilities in these areas need urgent attention. Finally, the proper provision of shopping, recreationel end social fecilities is elso vital to the success of new and expanding towns end must be planned as an integral part of the development from its early stages.

6 Industry: manufacturing, services and agriculture

75. The vital role of industry in the region is touched on at many places in this report. We consider in this chapter some of the main features of its composition and how it can best continue to make a major contribution to the nation's economy, including the important task of providing for the employment needs of the planned expansion schemes.

76. The strong growth in recent years has shown that the industrial structure is soundly based and well-diversified. While it is difficult to forecast how far there is likely to be a change in the pattern of growth, the performance of industry since the war and its composition justify confidence in the region's future growth, which is essential if the national economy is also to grow. The main difficulties seem likely to be centred on the serious labour shortage that will face industry in the coming years.

77. At the same time there are likely to be formidable challenges for industry to face in entry into the Common Market, the increasing advance of technology and the utilisation of new sciences in industry. In facing these, industry will need the full backing of the Government, for example, in the provision of adequate communication facilities, increased training opportunities and encouragement of flexible attitudes to technological change. We have made only general reference to these problems in this strategy report, but they will be the subject of more detailed study in our future programme of work.

Service industry*

78. Figure 14 illustrates the rapid growth of employment in the service sector in recent years. Service activity in the South East now accounts for virtually 60 per cent of the total employment in the region, a very high proportion characteristic of the region, which has since the war had a higher degree of service employment than other regions (see Figure 6). This is partly explained by the dominance of certain service activities of a national character in the London area, and by the large number of professional and scientific jobs, including research work, in the region. There is also a high level of employment in transport and personal services, often of a local character, to cater for the large population centred on the metropolitan region.

79. Since 1960, growth in service industries has been especially marked in professional and scientific services, and in services connected with tourism and air transport. But all sections of service employment have grown, and this has been more than enough, in Greater London, to offset the decline in manufacturing industry. (The situation as regards office employment is discussed in Chapter 11.) The future trend nationally is that the ratio of service jobs to others seems likely to rise—as it is doing in the USA. Such growth is likely to be particularly rapid in the Outer Metropolitan Area and could also be so in the rest of the region, with the development of city regions offering more diversified employment opportunities and further decentralisation of office jobs from the London area.

Manufacturing industry

80. The only group of manufacturing firms to show a comparable rate of growth to that in services was the engineering and electrical goods industry, where the numbers employed rose from 780,000 in 1960 to 850,000 in 1966.

*This is defined in Annex D.

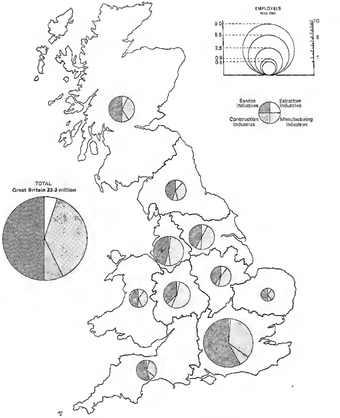


Fig. 6 EMPLOYMENT STRUCTURE BY STANDARD REGIONS, 1966

The area of the circles represents the total number of employees in employment in each Standard Region: the sectors show the distribution between broad industrial groups. Standard Regions cover the same area as Planning Regions, except that Poole MB, in the South West Planning Region, is in the South East Standard Region.

Firms in this category (which includes the manufacture of radio, electrical and electronic goods, as well as mechanical engineering) now employ one-third of the labour force in manufacturing industry in the region. The rapid rete of growth of these firms, especially in electronics, hes provided a significant amount of employment in new and expanding towns. Another very significant sector of manufacturing industry is vehicle manufacture together with the production of components and accessories. Growth here has been less rapid since the industry is closely tied to the growth of the economy and of consumer spending; but in employment terms the industry is large—35 per cent of those engaged in the motor industry itself work in the region, rather more than in the West Midlands.

81. Among other manufacturing groups growth has been varied; the only outstanding feature is that the numbers employed in manufacturing industries in Greater London have been declining in recent years (see Annex C, Table 7), and we expect that this trend will continue. Nevertheless 55 per cent of the region's employment in these groups was still in Greater London in 1966, end, although we expect that this will continue to fall, it is still a very large proportion. The importance of the manufacturing still carried on in the GLC area should not be forgotten. Individual sectors of manufacturing industry which have seen most marked changes are the aircraft firms, where activity has fluctuated widely, and the manufacture of chemicals and their derivatives, ranging from paints to cosmetics, where there has been considerable mobility and a marked tendency to concentration in larger units outside Greater London.

Industrial growth

82. The overall picture in the region's industries is of growth. The South East region employs over one-third of the nation's labour force—rather more than its percentage share of the total population, which indicates the high activity rates already achieved—and in numbers of firms, especially new and growing firms, the region is in a dominating position. One significant factor behind this situation is that the region's industry is widely diversified and the regional economy is less dependent on industries which are declining nationally, e.g. shipbuilding and mining; but it also provides a focal point for new science-based industries and has a very lerge proportion of the country's growth firms. It is not easy to be positive about the reasons for this, but the following factors are relevant:

i. centre of internal communicetions network; proximity to major sea and air ports; attractive to selling organisations, importers and exporters, and therefore in a special position to recognise and exploit new manufacturing opportunities;
ii. proximity to very large consumer market with higher average incomes than in other regions;
iii. largest concentration of labour in the country, with a wider range of skilled manpower;
iv. attractions of the capital city; proximity to government and financial services in the City;
v. existence of major universities, military and civil research establishments.

83. But growth on this scale has produced problems. In particular, the wide area within a 40–mile radius of Central London has experienced severe shortages of labour, housing problems, traffic congestion, in some parts problems in travel to work, and consequent increased costs. Although firms in the Outer Metropoliten Area have considerable growth potential, it is to some extent inhibited by labour shortages, by planning restrictions, and by government control of industrial development. Firms in the Outer Metropolitan Area, unlike firms in Greater London, are not permitted any natural outlet for expansion in the new or expanding towns if they are not prepared to accept the possibility of moving to a Development Area.

Location of industry policy

84. An industrial development certificate is required in the South East region* for any

*Excepting the Isle of Wight, where development up to 5,000 sq. ft. is permitted without an idc.

development of more than 3,000 sq. ft. which entails the construction or extension of industrial premises or the change of use of premises from non-industrial to industrial use. The strong post-war growth of manufacturing firms in the region is some evidence that this policy has been administered with flexibility in the past. Indeed in many cases the application of the controls on industrial building has been of benefit to the region, for example in assisting movement of firms out of London to areas where expansion was possible, and in limiting the growth of industry in places such as Crawley where labour was in short supply. But it is important also to remember that some part of the industrial growth of those firms that have expanded is brought about in ways outside the scope of the government controls—movement into existing premisas, small extansions, more intensive use of premises, for example. This growth of industry belies the common impression that idc policy achieves total restriction on expansion by industry in the region; and we would emphasise that, provided a firm can make a very strong case for being in its present location, there is no reeson why it should not apply for an idc with some chance of success.

85. We recognise the need nationally for helping the less prosperous regions and the South East clearly will continue to provide industry for those areas as it has in the past; but we think that, without reducing the affectiveness of government policies for steering industry, some small modifications to present policy would help to maintain the industrial vitality of the region. We have in mind the following measures:

i. firms should be freely granted idc's for alterations to their premises leading to greater production with no additional labour;

ii. small firms—generally speaking those with 200 employees or less—that are independent and not subsidiaries of large groups should receive idc's more freely; such concerns often cannot move their full renge of activities and are unable to meet the double overheads involved in establishing branch factories;

iii. export considerations should be a major fector to be taken into account in dealing with idc applications; ready access to European and other overseas markets is of considerable value and such firms would be good candidates for the major expansion schemes with their axcellent communications.

We mention an additional measura of importance in the context of the overspill programme in paragraph 102.

86. One factor inducing firms to move at present is the existence of labour shortages. Another is the desire to relieve difficult working conditions. It will be important to continue to give encouragement to such efforts to overcome labour difficulties in the future, and whera an idc is refused, we recommend that the Government should make help available in other ways to increase a firm's productivity. For exemple, the existing advisory services of the British Productivity Council and the Ministries of Technology and Labour, designed to yield batter utilisation of manpower, improved training methods and more afficient management, should be automatically directed towards helping in such cases; and the Government should consider wider assistance to firms in the use of computer techniques.

Labour shortage

87. On present indications industry is going to face a continuing and worsening shortage of labour, especially in the period to about 1975. There is little prospect of improving this position to any major degree by drawing on labour reserves, since activity rates in most parts of the region are already very high. Equally any solution which means drawing in more labour from other regions or abroad to meet the gap will ba contrary to present government policies and, especially in London, is unlikely to be practical to any great degree in terms of the housing situation. In any case, many other parts of the country will experience similar labour shortages—though not as badly as London.

88. There may be some possibilities of

attracting more married women to work if employers are willing to extend shift working (though this must be balanced against the needs of family life) and to adopt a more flexible approach to working hours generally. The evening shift is already popular in places; and there may be other potential workers who would be able to work for part of the day or during school terms or school holidays only. More nursery schools might be provided in certain areas.

89. Similarly more people over the normal retiring age would be ready to continue in work if the fiscal disincentives were not so great. Employers could usefully examine how more people over normal retiring age could be used in their firms. But it is especially for the Government to consider how the present drawbacks to increased part-time work can be overcome.

90. These possibilities, however, can only improve the general situation marginally. How will industry react to this labour shortage? Clearly everything possible must be done to prevent inflationary bidding up of wage rates between firms. It would also be unfortunate if it led a wide range of firms to abandon expansion plans: so the most advantageous course will be to encourage firms either to reorganise methods in order to obtain added output with no increase in labour, or to move, or move some part of their activity, to areas with relatively an easier labour supply situation.

91. For firms that can consider moving, this option may well be the most attractive given the incentives that are available; and a serious labour shortage in the London area may well be a most significant contributory factor towards providing the major new towns and also the development areas with the range of manufacturing and service jobs they will need. It is important therefore to encourage this natural trend to greater mobility by offering the right kind of incentives.

92. The option to move to a new location is not open to every firm, either because its resources are too limited, or because it is necessarily tied to its present location. For such firms, reorganisation of methods, whether in the factory or in the office, will need to be carefully studied. Experience has shown that such measures often create possibilities for expanded output, and that in this expansionary phase the existing labour force is redistributed to greater effect; but additional labour is often also required. So too much should not be expected from reorganisation in terms of reducing labour demand. Nevertheless, for reasons of efficiency in production, the growing trend towards increased mechanisation and automation clearly needs the maximum support from government and industry. We welcome the fact that all investment in computers—whether in service industry or in manufacturing—is to receive the investment grant as a recognition by government of the importance of this trend.

93. *The labour situation in the region is likely to get increasingly difficult and it is most important to make the maximum use of the labour resources available,* more especially in the use of skilled labour in the right jobs. Every effort must also be made to increase productivity and to spread awareness of the techniques at local level within industry.

Education and training facilities

94. It is especially important, therefore, to look ahead at the future labour needs of industry and this means that we must pay more attention to training facilities, both under government auspices and within industry, and strengthen the link between higher education and research courses and industrial requirements. The industrial training boards have only recently been established but it will be vital to support and extend their work, and to create further awareness in industry of the need to release labour for higher training or re-training against the future. The provisions of the Industrial Training Act need to be much more widely known. In practical terms, there should be increasing help in training—on the lines of group apprentice schemes—by larger firms for

smaller firms. The number of government training centres in the region could usefully be further expanded in view of the shortages of skilled labour—in many instances existing courses are over-subscribed and recruiting has had to be suspended.

95. We recommend also that current work on identifying the most serious shortages of skilled menpower should be extended and particular attention should be paid to encoureging training in these skills. We have in mind, for example, certain grades of fitter and machine tool operators. These skills are in great demand and it is hard to find men suitable for the training involved. Everything possible should be done to reduce wastage and to encourage trainees to complete their training. In a tight labour market such as we expect there will be many competing demands for e worker's labour and the wastage-in-treining problem may well require a new approach.

96. Some of the skills so badly needed are the product of the university and the technical college—computer techniciens and engineers—or of management training courses. We welcome the Government's policy of expanding university places and of creating new polytechnics which will offer yet further courses, including many technical subjects, at all levels of higher education. The South East is relatively well placed in the supply of such courses, but the growing needs of the larger metropolitan erea may well justify edditional colleges and the same may apply in the major expansion areas in due course.

97. Another serious problem will be the provision of an adequate supply of trained workers in the prospective major expansion schemes. It is particularly important to discover the training needs of each firm well in advence of moving. Arrangements must then be made to ensure that these requirements ere met by the training of workers either before they leave London or in the receiving area. In this the new industrial training boards will obviously have a vital pert to play end they must give the special needs of these expansion schemes a high priority in their plans. In the shorter term, however, the Government should consider supplementing the boards' efforts by setting up government training centres in the lerger expansion ereas or by some priority in allocation of places at existing centres. The Council note the extensive range of essistence in training labour which is provided by the Ministry of Lebour to employers in the Development Areas—financial assistance towards cost of training, loan of instructors to firms, biassing of courses et government treining centres and free training of supervisory staffs—and would see advantage in the extension of at least some of these facilities to employers moving to the expansion arees.

98. The other side of the coin is whether additional incentives are necessary to induce workers either to move to new jobs in new areas or to enter training in sufficient numbers; it is important that the human difficulties in terms of reduced earnings, frequent travel, absence from families, hire-purchese debts, etc., be given recognition and minimised as far as possible. The finencial problems associeted with such moves have been vividly illustrated in the report by the Central Housing Advisory Committee*, which also indicetes some ways of meeting these primarily sociological problems. The Council welcome these suggestions and intend to give this problem further detailed consideration.

The industrial needs of the new major expansions

99. The rate of build-up of the large expansion schemes will mean a very large demand for mobile industry to provide jobs for those being moved out of London. This underlines the vital importance of selecting new town sites which ere attractive to industry and which can es far as possible provide industrial employment from the growth of existing firms, e.g. in South Hampshire, in order to relieve the burden on the Government's location efforts. At the same time there will also be a continuing problem of providing industry for the smaller

**The Needs of New Communities.* HMSO. 1967.

town development schemes, which will also be making a considerable contribution to London's overspill programme.

100. We believe that distance in itself is not such a deterrent to firms to move as is sometimes thought, provided that access from the new location to London is good and that communications with the major ports and other industrial centres are reasonable. It is also important to see that such key requirements of industry as housing, adequate power and water supplies, and internal roads are provided at an early stage. The provision of the right social facilities—shopping centres, hospital services, pubs, community centres—is also of importance in attracting labour, which in turn attracts the firms.

101. In general, service industries have been slower to develop in new towns and have provided less employment. The growth in this field has been in localised services, e.g. distribution, garages, laundries, hairdressing, which tend to follow population growth, rather than in office work and more general services. This has caused some imbalance of employment in the early new towns where in some cases more than half the employed population has been in manufacturing industry. Future major expansion schemes may not face this problem to the same degree, but steps should be taken to provide for a wider range of service employment, for example, in office developments in these schemes.

102. It is reasonable to expect that London's internal pressures will provide a large part of the industry for the major expansion schemes, but there will be difficulty in providing all the industry required from Greater London alone. Hitherto this has been virtually the sole source of industry for the new towns; and expanding firms in, for example, the Outer Metropolitan Area have not been offered the opportunity of moving to an overspill area. For them a move to a Development Area or expansion in some way without an idc have been the only alternatives. Given the scale of the programme now being begun, we think that it will be essential for firms in the Outer Metropolitan Area to be allowed to expand in the major schemes where they can make a case for continuing to be in the South East; and we strongly recommend that this modification to existing idc policy be implemented in order to provide a wider source of industry for the major schemes. In addition, although this may create some problems, it could be desirable also to allow some firms in the early new towns to move or set up branches in the major expansions where the possibilities for local expansion are limited owing to labour shortages.

103. Given flexible policies of this kind we do not see the need for financial incentives to attract firms to the major schemes. However, we are at present at the start of the programme and the situation might change. We propose, therefore, to keep under review the provision of industry for the expansion schemes.

Agriculture

104. It is often forgotten that, although the regional economy is predominantly industrial and commercial, agriculture and horticulture still fulfil an important role in the overall output of the region. More than 40 per cent of the acreage of the region—some 2·8 million acres—is above the national average for agricultural land. Although the number of agricultural workers has been declining, as one would expect, the industry is healthy and is still one of the leading industrial (as opposed to service) employers of labour in the region. There are about 47,000 full-time farmers and 103,000 farm workers in the region, representing 15 per cent and 24 per cent of the total for England and Wales. We think that current trends towards greater mechanisation in farming will continue and that employment in this sector will fall further.

105. Agriculture's labour productivity record is particularly good. Despite the decline in the labour force, which in the period 1954-66 has occurred at the rate of $2\frac{1}{2}$ per cent per annum over the whole country, agriculture's output per man has increased at over twice the

rate experienced in the economy as a whole. Wa regard this as a notable achievement. The South East is especially well-placed to adopt modern, highly productive techniques, and there is already in many areas a good farming structure which is conducive to efficient farming. Large farm units and large fields have encouraged heavy but efficient capital investment, which, in turn, has facilitated the efficient use of labour and low cost production.

106. Some 17 per cent of the acreage of crops and grass of England and Wales lies within the region, and most types of agricultural and horticultural enterprise are important in one part of the region or another. Certain major types of production are particularly important—24 per cent of the wheat acreage of England and Wales, 25 per cent of the barley acreage, and 32 per cent of the horticultural acreage lying within the regional boundary. In addition, the industries supplying and distributing such agricultural requisites as feedingstuffs, fertilisers and machinery, and those engaged in transporting and processing agricultural and horticultural products, also provide substantial employment within the region.

107. Generally speaking, the region is reasonably well-favoured for arable farming by its soils and relief, and is particularly well-endowed as regards its climate. Favourable combinations of physical characteristics also enabla parts of the region to meet the exacting requirements of horticultural production—principally in south Buckinghamshire, Middlesex, west Surrey, Kent, east Bedfordshire' north-east Essex and Thames-side Essex, east and west Berkshire and the Hampshire/west Sussex coastal plain. In these areas fruit and vegetables are already being produced on a large scale and there is room for further expansion. There is some dairy farming in most parts of the region, with important areas in the Vale of White Horse, and Vales of Buckinghamshire and east Oxfordshire, the Weald of Surrey, Sussex and Kent, the New Forest fringe and the south Essex clay plain; but generally dairying is subsidiary to the cereal farming which characterises the large farms of the region. Other livestock enterprises are also widely distributed throughout the region, but they are predominant only on the Romney Marsh.

108. The increasing population for which provision will have to be made in the region will inevitably require in the next few decades the use of substantial tracts of agricultural land for urban development. In view of the importance of promoting efficient food production and maintaining a high rate of productivity in the industry, we accept that the need to preserve the best agricultural land must continue to be a major factor to be taken into account when deciding on the locations of urban development.

7 Communications

109. The Council's long-term strategy proposals are based on the existing communications network and on the additions and improvements to it which seem feasible by about 1980. In the past, the pattern of growth has also been largely influenced by communications, and these in their turn were developed and adapted to serve the growing needs of the populations dependent on them. For the future, the general strategy end transport investment policies must continue to evolve together.

110. The region's transport infrastructure is highly developed. The basic rail system is capable of being adapted to meet the region's needs, at least until 1980, and the planned and existing radial roads will offer a variety of routes to serve the pattern of development we envisage. However, as indicated in Chapter 3, we need to start thinking now about extending the network to meet long-term needs, since even the increased level of road investment the Government hope to achieve will continue to fall a long way short of the likely growth of traffic. Nevertheless given the proposed orbital routes in and around London, we see no need for any immediate change in the planning of the basic road network.

111. As with most aspects of planning in the region, London holds the central position. The major expansions are expected to be on a scale sufficient to secure their independence of London for many of their functions and to act as a counter-attraction to London; but just as major centres of population in other regions need good access to the capital, so will the new towns and cities. Thus the major road end rail routes radiating from London will perform an important regional as well as national function. The planning of the new expansion schemes must be closely linked with the capacity of the main transport network.

Ports and shipping

112. The ports in the region handle over 35 per cent of Great Britain's freight traffic. The Thames and Medway account for most of this, but Southampton also handles a substantial amount of freight traffic. Other ports in the region, although their freight trade amounts to only 5 per cent of the regional total, are particularly active in the short sea trades, and most of them are growing fast. The Haven ports especially have a promising future in the European trade. By far the greatest part of the region's passenger traffic is cross-Channel; but Southampton also handles over 65 per cent of the country's deep-sea passenger trade. Improving access to and from the ports is important in planning the region's transport system.

113. London is likely to remain the major port of the country. We think the development and concentration of conteiner berths at Tilbury and other facilities planned by the Port of London Authority are right from e regional point of view and a good use of resources. The tendency of London port development to move down river is likely to continue, togethar with the closing of some of the up-river docks. Already the bulk of the very large petroleum traffic of the Thames and Medway is accounted for by the down-river refineries at Coryton, Shell Haven and the Isle of Grain. With the continued growth in size of bulk carriers and indeed of other vessels, port facilities and port-related industries will continue to expand in the lower Thames. We consider that the whole of the riverside area

from Tilbury and down the estuary as far as Canvey Island on the north bank, and including the Madway and Sheerness on the south bank, should be zoned as a single area for major port development to enable proper planning of these national facilities.

114. Apart from its deep-sea passenger traffic, Southampton is growing in importance as a major freight port. Tha lack of tidal restrictions combined with its location make it particularly suitable to serve as a calling port for ocean container services to and from continental ports. In the past it has tended to depend less directly on its immediate hinterland than most other major ports. The electrification of the rail lines and road improvements will give good communications with the London area and access is also good in other directions. If the north/south road traffic develops, however, early steps will have to be taken to augment capacity beyond the A34/A33 improvements so far planned.

The Channel Tunnel

115. The Channel Tunnel is likely to attract substantially all passengers who would travel by sea routes from Dover or Folkestone; a proportion of the forecast growth in air passengers mainly from London Airport, Lydd, Lympne, etc.; and most of the car traffic to and from nearby French ports. Only about a third of the total European freight trade (apart from Scandinavian) is suitable for rail transit by the Tunnel; and it is estimated thet some 40 per cent of this will go through the Tunnel rather than by existing routes, mainly at the expense of existing ports in the South East. We intend to examine further the implications of the Tunnel for the ports of Dover and Folkestone as part of our study of the effects of the Tunnel on the region. In general tha effect of the Tunnel on the region's road traffic flows should not be over-estimated. Its impact on road traffic will be mainly in the immediate vicinity of the Tunnel, and much of tha through traffic attracted to it already flows to and from the Kent ports.

Airports and air services

116. London's two international airports handled 13½ million passengers in 1966, an increase of 13 per cent over 1965. Air freight, too, from Heathrow is increasing at the rate of about 20 per cent e year; in terms of value of goods handled it is the country's third largest port. Good access to airports is necessary for passengers and for industry and in the past twenty years there has been significant industrial davelopment in the vicinity of Heathrow and Gatwick. Industrialists recognise the advantage of air transport for maintaining fast, direct communication with their customers and in extending their market research to potential European markets. This will be even more important if we join the Common Market.

117. The Govemment's decision to limit consultation about the third London airport, once the inquiry into tha Stansted proposal had been completed, meant that we were not eble to give our views; but we are now examining the implicetions of the decision on tha region's airport situation and on communications generally. The new airport is to be capable of handling all types of sarvices, long, medium or short haul, passenger or freight; and it will be most important for the Government to ensure that the airlines make full use of these facilities and so relieve, at least for a time, the traffic and other pressures on and around Heathrow and Gatwick. A major factor of importance to our planning for the region will be the access facilities to the new airport both from London and from other parts of the country.

118. The South East is at present well provided with regional airports. But as the major planned expansions get under way, new facilities may be naeded. In South Hampshire, for example, the choice of a site for a regional airport needs careful study now in the light of detailed plans for the area's development, and the possibilities of the extension of Eastleigh airport must not be prejudiced by other development decisions meanwhile.

Roads

119. The pattern of routes which make up the main trunk road network is very well suited to the needs of the region and our basic strategy for development is based on it. The capacity of the existing roads is another matter. At this stage we have looked only as far as 1980 and indicated first priorities, but the programming of road investment thereafter must allow for the South East's fast growth of population and high rate of economic activity.

120. The road programme to date has been designed to improve the flow of traffic and reduce congestion and accidents on the existing road network. Expenditure has had to be concentrated where the need is greatest. For the future the programmes must take full account of planned urban developments as well as the straight projections of existing traffic flows. The rate of growth of traffic will be very fast. While the number of all vehicles in the South East doubled between 1951 and 1964, the number of private cars increased almost threefold, from 1·1 million to 3·0 million; and according to recent research, this figure will be doubled by the late 1970s.

121. We must accept that investment resources will not be available to provide a road system on the scale required to satisfy all the region's future needs, even with the increased rate of expenditure forecast. But we are impressed with the need for far more money to be spent on roads and we consider there is a strong case for higher priority being given to roads in the Government's public expenditure planning. We intend to explore further the financing of the road programmes which we have recommended and which we think are essential to the region's development. At the same time, we recognise the need for strategic priorities to be determined and have made some recommendations; but we intend to study further with the Ministry of Transport the capacity of the main trunk routes and future traffic flows in order to identify more readily the areas requiring special attention.

122. Figure 7 shows the main trunk road network outside London as *it will look in 1975* provided the improvements now in hand or firmly programmed are completed. The current programme, besides numerous major road improvements, includes four new motorway routes: in view of past experience of the delays which can occur on such projects we emphasise that it is most important for our strategy that these routes are completed by 1975. The London primary network is shown in greater detail in Figure 8.

123. Figure 7 also indicates our recommendations for the strategic priorities in the period immediately beyond 1975. In the London area the most important requirement will be the continued construction of the new orbital and ring routes proposed. These are major construction projects and, as far as the inner areas are concerned, very expensive. It is doubtful whether all the proposals will have been implemented by 1980. What is clear to us, however, is that there must be by that date at the very least, one outer ring—a combination of sections of the North and South Orbitals and the D Ring; and one inner ring—made up of sections of the C Ring and the motorway box. Our map shows how this might be achieved.

124. In suggesting that the completion of an outer and an inner ring is of first importance we have a number of planning considerations in mind. The London Traffic Survey has shown that by far the greatest volume of journeys is to end from points within the Greater London area rather than the result of through traffic; in all parts of London the roads will be 'almost continuously busy' by 1980*, and this means that the improvement of London's primary network is essential to the efficient working of the capital. The ring roads will also keep as much traffic as possible, e.g. from the Channel Tunnel, out of the central area, which will be most important in view of the growth of traffic generally that is expected. Individual sections of the ring roads which we think

**London Traffic Survey.* Volume 2: *Future Traffic and Travel Characteristics in Greater London.* Greater London Council. 1966.

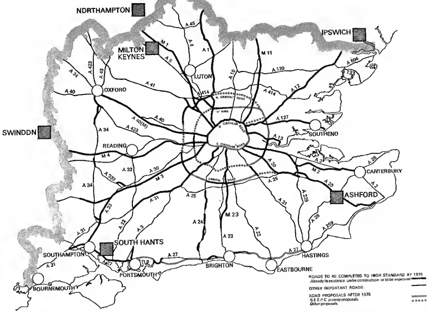


Fig. 7 SOUTH EAST PLANNING REGION: ROAO NETWORK
The map illustrates the situation expected in 1975. The present network can be seen on the General Reference Map in the pocket.

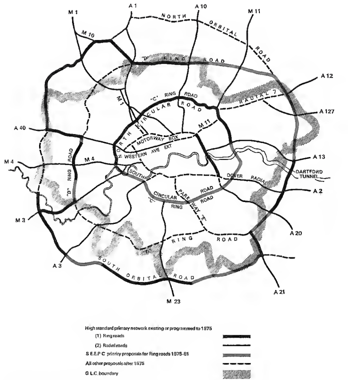


Fig. 8 LONDON PRIMARY ROAD NETWORK

The broad solid lines indicate how the Council's emphasis on an outer and an inner ring might be achieved.

important in this context are the link from the M1—preferably via the D Ring—to the Dartford/Purfleet Tunnel, which, together with programmed improvements to A13, will cater for traffic from the Midlands and North to the docks at Tilbury; and the link between M3 and A40 which will be important in improving access between the three London airports. To complete the inner ring in south London it seems likely that the C Ring route could be built more easily than the motorway box (except possibly at the western river crossing

point) and this route will also serve a wider range of needs.

125. Outside London our first priority beyond 1975 goes to the substantial improvement of the south coast route linking eastwards with the developments in Kent and the Channel Tunnel and to the west with growth points in South Hampshire. Time will show whether the improvements being made to the north/south links between South Hampshire and the Midlands will be adequate. These are the strategic priorities; but we will, of course, be regularly discussing with the Ministry of Transport the regional importance of other projects for inclusion in the road programme at each annual review.

Railways

126. Figure 9 shows the main rail routes. The importance of the railways in the movement of large numbers of passengers or bulk freight is still insufficiently recognised. More could be done to relieve the pressures on the roads, especially in areas such as our sectors where the road and rail networks are complementary and where rail capacity could meet additional demand without difficulty.

127. The main line to Bournemouth via Basingstoke and Southampton was fully electrified on 10 July 1967, with a marked increase in capacity. There is also scope for an extension of the electrification of the lines running from Liverpool Street to Harwich and Ipswich; we consider this should go ahead in view of our general proposals for longer term growth in the Ipswich/Colchester area, and it would in any event be justified on the basis of present plans for Ipswich.

128. The development of liner trains and the Channel Tunnel will place the railways in an admirable position to deal with large-scale freight movement both to major docks and the Continent. There will also be considerable rail passenger and car ferry traffic through the Tunnel. There is considerable latent capacity for development of trunk freight movement to and from the Midlands, by-passing London, to Southampton, Harwich and in due course to the Tunnel.

Commuting to Central London

129. The capacity and use of the railways for commuter purposes varies considerably around London. The lines radiating to the south of London and to Essex are for the most part electrified and heavily used and capacity can only be substantially increased at a high cost. The trunk lines to the north and north west, on the other hand, have not attracted major commuter traffic, and there is considerable latent capacity. As a measure to improve access to London in this sector for growth, we support the British Railways' proposals to electrify the surburban lines to Welwyn, Stevenage and Hitchin.

130. About 1·2 million people enter Central London during morning peak each working day, of whom 50 per cent travel by London Transport, 40 per cent by British Railways and 10 per cent by private transport (mainly cars). Since the peak year of 1962, the total has fallen by 5 per cent, but it is too early to say how far this is a continuing trend. (See Annex C, Table 13.)

131. Within the totals, bus commuting has fallen; there has been some increase by private cars; and little change by British Railways and Underground. Commuter journeys by rail are tending to get longer, and at the same time the proportion of passengers travelling at the height of the peak has tended to increase.

132. With the ever increasing number of motor cars the pressure on the road space in Central London and on the periphery is bound to increase. We have welcomed elsewhere (Chapter 10) the traffic engineering and control measures being introduced and these will have to be intensified. The provision of an inner ring road will also help. But we believe that, in order to provide efficient public transport services for the mass of population and in particular for commuters, there will have to be new investment in underground and rail

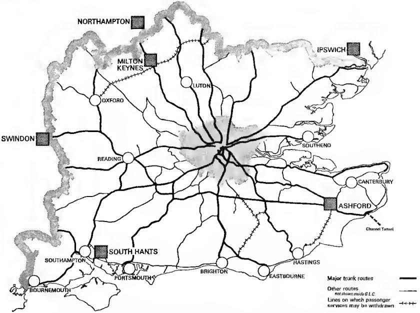


Fig. 9 SOUTH EAST PLANNING REGION: RAIL NETWORK The map illustrates the situation in June 1967.

facilities (much of which may heve to be justified in social benefit terms). Major improvements, particularly the Victoria Line, are already in hand, but we attach importance to the plans for extensions and improvements being prepared by London Transport and British Railways, particularly in the South Eastern Division of the Southern Region.

8 Power and water

Energy resources

133. We have examined in detail the existing arrangements for supply of the main fuels in the region and the plans of the industries concerned for increasing capacity to meet the demands of the growing population of the region in future. We have only been eble to discuss these plans on an informal basis at this stage with the Central Electricity Generating Board (CEGB) and the Gas and Electricity Councils; but in general we have found no difficulties likely to be of strategic importance, elthough we have identified e number of lesser points to which attention should be given.

134. Perhaps the most difficult problems arise over amenity and local planning questions, such as the siting of power stations, the transmission of electricity by overhead lines or of other fuels by pipe-line, and the storage of gas in gas holders. These may creete potential ugliness in the rural or town environment. We think thet much more effort needs to be devoted to finding new solutions to these problems, which avoid unreasonable disturbance to local emenities. In the past, a few lesser projects of nationalised industries have, under existing legislation, followed e different procedure from the normal planning controls; and other projects which receive planning permission from a government department do generally have to be notified to the local planning authorities. In future it will be increasingly necessary to take account of wider planning considerations. The Government's recent White Paper on town and country plenning* indicetes that the methods of controlling development to be carried out by statutory undertakers ere being examined; we attach importance to this review and intend to pursue these questions with the authorities concerned.

135. The South East accounts for 25 per cent of the nation's energy consumption; Table 3 shows how consumption of the different types of fuel is shared.

Table 3 **Energy consumption in 1966**

	London	Rest of Region	Total
Coal, Coke, etc. (M. tons)	4·120	8·484	12·604
Gas (M. therms)	860	592	1,252
Electricity (M. kWh)	20,788	23,653	44,421
Oil (M. tons)	8·506	10·318	16·824

136. The regional demand for electricity is at present expected to double in the next ten years or so and to rise rapidly further in the 1980s. Consumption of coal is unlikely to keep at present levels; but demand for both gas and oil is expected to rise by about 8-10 per cent per year. The level of demend for each fuel must however be subject to constant revision in the light of, *inter alia*, new technological discoveries, supplies of natural gas and

**Town and Country Planning.* Cmnd. 3333. HMSO. 1967.

government fuel policy. It is most urgent that the Government's current review of fuel policy should be completed to give a sound basis for future planning.

137. This extremely rapid rate of growth in demand will create supply problems but, given adequate notice of significant new industrial demands, the problems will not be insuperable. The most difficult situation arises for electricity supply, where the region already supplements its own output—over 11,000 MW from about 70 power stations—by supplies from other regions. A very large capital investment programme is currently being undertaken by the CEGB, which includes seven new conventional stations in the region and one further nuclear station with an advanced gas-cooled reactor at Dungeness, but the region is still expected to meet up to 25 per cent of its demand in the early 1970s through the national grid.

138. We recognise that in the light of the CEGB's current programme no other short-term solution to meet the region's demands will be feasible. In the longer term, however, there are economic advantages in providing generating capacity locally and the CEGB plans to reduce the region's dependence on outside sources by additional stations in the South East for which sites must be found—five within Greater London and six elsewhere in the region by 1980. Their requirements often create major planning difficulties; but we consider it most important that the necessary sites are found to improve the situation in the longer term. The alternative would be to build large new transmission lines to supply the region, but this solution would be both costly to provide and in our view wholly intolerable on regional planning and amenity grounds. We strongly urge the local planning authorities to extend the maximum co-operation to the CEGB in the selection of these necessary sites.

139. It is equally important for the CEGB to be able to maintain adequate supplies to the major expansion schemes recommended in this report, especially to those with potentialities for long-term development on a city region basis; and we welcome in this context its intention to locate a new power station in the Bedford area. We shall be holding discussions with the CEGB and area gas and electricity boards on the developing needs of the region.

140. The gas industry is a major growth industry in the region, and capacity is more than adequate at present for the region's needs. The four area boards in the region expect no difficulty in meeting growing demand in the future. Following the extremely large discoveries of natural gas in the North Sea, plans are being made for almost universal conversion of the country. The quantities expected to be available from this source in 1968 far exceed existing supplies of liquefied gas which are received at the terminal on Canvey Island; and the Minister of Power has stated that imported liquefied gas will in future be used primarily for meeting peak demands. The principal issue as yet unresolved is the timing of conversion to natural gas in the region, which will depend on financial considerations, and therefore decisions taken in a wider context, and on the supply of the necessary skilled labour.

141. We have concluded that we cannot at this stage foresee what the impact of natural gas on the region's fuel consumption pattern may be. The advent of natural gas in such large quantities, relieving the need to depend on supplies of primary fuel brought from a distance, should bring marked economic benefits; but much will depend on the pricing decisions which still have to be taken nationally. We think it important that industry's need to obtain the cheapest possible fuel supplies should be regarded as a fundamental factor in determining price levels; and, from an industrial point of view, we welcome the Minister's intention that natural gas should be available to all area boards at a uniform price without variation due to transmission costs. With rapid distribution by pipe-line these should in any event be minimal.

142. We see fewer major problems in the supply of solid fuels and oil. Coal is not

extensively mined in the region and the main problem is therefore one of distribution both into and within the South East. We welcome the efforts being made by the Coal Board and British Railways to reduce costs of distribution, and support their aim of concentrating stocks in larger depots with better road access. In some cases local planning difficulties may need to be resolved if the wider regional interest is to be achieved and we intend to promote increased joint consultation between the authorities concerned.

143. The region possesses over half the national capacity for oil refining, with strong concentrations on the Thames Estuary and at Southampton. In consequence there is no difficulty in supplying regional requirements, although, because of national distribution arrangements, the region's output is not strictly tied to its area of origin. But major increases in refinery capacity are planned in the north of the country which will to some extent reduce the demand on the South East in future.

Water resources

144. The water resources in South East England* and future demands on them have been fully discussed in a report published in July 1966 by the Water Resources Board.† The report describes most comprehensively the likely supply and demand position up to the end of the century, and possible ways in which the rapidly growing demand might be met. The situation deserves the widest publicity and the report's recommendations require the fullest co-operation between government, local planning authorities, river authorities and individuals in the region.

145. The South East poses a major water problem. It is the area of least rainfall in the country; yet it contains one-third of the country's population and a heavy concentration of industry, both factors that will produce a rapid growth in demand in years ahead. Broadly speaking the situation is that the river authorities to the south and south west—Hampshire, Sussex, Kent—should be able to meet future demands from their own resources if some necessary works are undertaken; but in the remainder of the region, extending into the areas of several different river authorities, there is a broad deficiency zone, running roughly from Northampton southwards to the Thames Valley, and then eastwards across London and including most of Essex.

146. In this zone supplies can only be made available if the area is planned for as a whole. It will be particularly essential for those authorities in areas of surplus resources to be ready to help those in the deficiency zone. Almost all this zone lies within the South East Planning Region, although its sources of supply also serve other areas in the East Midlands and East Anglia Regions.

147. During the next ten years it will be essential to rely upon exploitation of water in underground strata and surface storage in reservoirs, since other possibilities cannot be developed quickly enough; and the Water Resources Board has set in hand pilot studies of ground-water in the Thames Valley and Great Ouse areas, and recommend early completion of other works including a new reservoir at Datchet. We regard it as of the greatest importance that these pilot studies should be completed urgently; without them it will not be possible to avoid further reservoirs in the period, with loss of agricultural land. Where reservoirs must be constructed, we strongly urge the authorities concerned to do everything possible to enhance the amenity value of the sites, with public access and provision for recreation wherever possible.

148. The Water Resources Board has also recommended a reconnaissance programme in this period, designed to investigate a number of ways of meeting extra demand after 1975. These include exploration of reservoir sites, desalination, importing water from other

*The area studied lies south and east of a line from Lyme Bay in Dorset to the Wash, and therefore includes East Anglia, parts of the East Midlands Region and the county of Dorset as well as the South East Planning Region.

†*Water Supplies in South East England.* HMSO. 1966.

areas (notably the Severn basin), the artificial recharge of underground sources and a barrage across the Wash. It will be essential to proceed with these investigations so that more information is available to the Board in the early 1970s when its strategy for the period after 1975 is reviewed. If the pilot ground-water studies are successful, these will meet the greater part of demand to 1981 without the need to develop other sources of supply, but the other investigations are necessary in case the pilot studies prove less successful than is hoped.

149. The Water Resources Board's report was prepared in the light of the population estimates to 1981 and our general conclusion is that, provided essential works proceed and the necessary funds for investment in capital works are available, water supplies will not be a limiting factor on the pattern of population distribution we have recommended. Beyond 1981 we should need to review the situation in the light of the developments. The cost of securing the region's supplies will be very high—some £400 million for capital works with additional sums for distribution—but we think this expenditure is vitally necessary for the future.

150. Within this assessment, it has caused us some concern that two major areas we have selected for development in the longer term as the nuclei of city regions fall in the area of greatest difficulty. These are the Milton Keynes and Ipswich/Colchester areas, and it is vital that their needs should be met. For the former we understand that the Bucks Water Board will be able to draw upon the resources in the Great Ouse area, and that these arrangements should be adequate into the 1970s, provided certain additional works are carried out at Diddington reservoir (Grafham Water). We therefore strongly support the Water Resources Board's recommendations on the Diddington extension works as a matter of urgency. Similarly in the Ipswich/Colchester area, where a growing deficiency would otherwise be expected, we understand that needs could be met until 1981 by the construction of a storage reservoir. This scheme should be investigated urgently; and we intend to continue consultations with the Water Resources Board, river authorities, and local authorities concerned about the needs of both areas.

151. The Water Resources Board emphasises that the concept of re-use of water is fundamental both to the assessment of future demand in its report and to the programme designed to meet it. This will require considerable care in the maintenance of proper standards of water purification and in the control of the sewage and industrial effluents discharged into rivers. Pollution is not a major problem in the region (except in the tidal reaches of the Thames) but it is vital to ensure that the situation does not deteriorate.

9 Amenity and recreation

Analysis of problems

152. Growth in the past has led to mistakes, particularly the sprawling developments of the inter-war period around London. Economic growth and amenity must be planned together; and amenity policies have a prominent part in our thinking. We must achieve a worthy and satisfying environment; strive for good town and country planning; protect our historic and artistic heritage; and provide facilities for leisure and recreation to match our growing population and rising standards of living. And we must not forget that the South East is a major tourist area.

153. The technological revolution is proving to be as contemptuous of its surroundings as was its predecessor, the industrial revolution. The South East was relatively unscarred by the 19th century. The remainder of the 20th century could be devastating. The side-effects of mass production and mass consumption must have more attention. Intolerable noise, poisoned air, oiled beaches, polluted rivers, derelict land, paper-littered towns and a countryside decorated by abandoned vehicles and plastic bottles could (in addition to careless development and bad design) collectively negate the evident benefits of progress. Consideration of these aspects will be a major part of our future work.

154. The increase of leisure activity provides one of the greatest challenges to our thinking about the future. Now people have more money to spare for leisure pursuits, and are spending it with enthusiasm as consumer expenditure surveys have revealed, planning for leisure will assume an increasing importance in the region's development.

155. Amenity problems fall naturally into four main parts: countryside, urban areas and water features; plus tourism which has to do with all of these. Tourism has probably the most obvious relevance to economic planning, but there is an important job for the Council in assessing the relative priorities of all aspects of amenity. Good amenity or environmental standards are popular ideals, but their translation into hard cash is often not so universally acceptable: much can be achieved by the more enlightened use of existing resources.

Countryside policies

156. Agriculture, urban expansion, industrial development, the requirements of defence establishments and recreation all make demands upon the countryside. All are potentially incompatible. Under present planning policies, the countryside is designated as White Land. Specific parts of it may be defined as Green Belts or as Areas of Outstanding Natural Beauty and, when the Government's proposals on leisure in the countryside are implemented, as Country Parks. But the White Land concept is a negative (or at best neutral) policy and will not be adequate to deal with increasing development pressures. A more positive and wider approach is also required than that of green belts encircling urban areas.

157. New countryside policies are a keystone of our strategy. We should be as positive as we can about the future of those parts of the region which are not to be developed as we are about the growth areas. We see no place for continuous or vaguely dispersed urban development in the South East and the Strategy Map (in the pocket) indicates areas which need to be protected, both to act as 'buffers'

between the sectors for growth and to separate new urban settlements within the sectors.

158. The major role of these areas, however, is to create and emphasise a *clear and recognisable distinction between town and country,* which we think is of first importance, and also to provide recreational and amenity facilities for the growing population. The existing whita land dasignation has failed to preserve this clear distinction because the presumption has been that development in these areas can, and should be permitted, if reasonable design and aesthetic criteria are observed. In consequence, lend immediately around existing towns has been steadily eroded away by development. This is our major criticism of present policy and we are convinced that stricter discipline will be necessary in future if these very wide areas are to be protected from further urban or industrial development on a major scale. To underline the policy change we have in mind, we see advantages in adopting a new and more positive concept to be embodied in the term Country Zone.

159. *A Country* Zone would be land which is primarily rurel in character. It would include agricultural and horticultural land, forests, woodlands, common land, areas of landscape value, rivers and coast, together with existing country towns, villages, and othar developments related to rurel activities. The intention would be to protect the rural economy and its characteristics; to safeguard high value agricultural land; to confine development to rural activities and to resist the incursion of urban development. The new country zones would inevitably contain a large resident population in existing towns, villages, end other settlements; and there will have to be some allowance for their essential growth. But urban encroachments would be discouraged and expansion schemes would be channelled into the areas selected for growth.

160. It will be impossible to apply these new criteria over the whole area at once and in the meantime, while this change in planning policy is being adopted, there is an urgent need to earmark particular araas for priority attention, wherа the country zone principle should be applied immediately. Many of these are already designated as Areas of Outstanding Natural Beauty, and our Strategy Map presents e diagrammatic picture of the areas that merit first attention. In selecting these we hoped to illustrate the role that e country zone can play in preserving broad areas of countryside between the sectors, e.g. in north Hertfordshire and north Essex, and in providing rural separation between urban developments in sectors, a.g. the Hampshire Downs and the Kent Weald. Other country zone areas, such as the Berkshire Downs, ara ones which seem to merit protection In any future strategy for the region.

161. These are the obvious areas. Bearing in mind the role of the country zone in creating stricter development control, these country zones should, ultimately, extend to include wider parts of the region coloured pale green on the map; but the process of extending the areas and introducing new planning policies (and indeed the endorsement of the areas we have selected for priority) must be discussed and agreed with the local authorities concerned. Among the criteria we have in mind which will govern this are the pressures of development on the area concerned, the aesthetic quality of the countryside, and tha recreational and general amenity needs of the local population. We shall be alaborating thesa principles with the Government and with local planning authorities, and discussing how these ideas might be incorporated into county development plans.

Metropolitan Green Belt

162. Better public access to the countryside, to woodland areas, commons and water recreation areas is essential. But this should be carefully planned so as to cause the minimum interference with agriculture. This can be achieved by identifying and giving much more publicity to areas where visitors are catered for or acceptable; publishing footpath maps; and by providing more parking space, picnic and camping sites in key areas.

163. The green belt concept of checking the growth of built-up areas still has a vital part to play in planning policies. We attach great importance to the retention of the approved Metropolitan Green Belt, but the proposed extensions should be considerad as possible country zones. The provision of amenity areas is, of course, an essential part of new town planning; within the complex city region type of development there should be interstices or buffer zones based on green belt principles.

164. Our reluctance to see a more widespread application of green belt principles arises from the frequent failure to make full use of land protected from development by green belt status. The amenity aspect is only a secondary consideration of present policy and this is where we want to see a change of emphasis: and more positive action on the part of local planning authorities to safeguard and improve land of amenity value and to provide extended access for the public to the countryside around London. Local authorities may need greater discretion to acquire land or to require owners to maintain it adequately if neglect of green belt land is to be halted.

Urban amenities

165. The quality of the urban environment is often taken for granted or ignored. Towns are regarded as purely functional places in which to work or to seek amusement and from which to escape in the evening, at the weekend, or for holidays. Yet they are the places in which most people for most of their lives will continue to spend most of their time. The hierarchy is relatively simple: London is a front rank international cultural centre, with a rich heritage of fine buildings, unrivalled facilities for learning and sport, and the nation's major attraction for foreign visitors; outside London there are a large number of county towns, country towns and villages, many of which are of very special value; and thriving industrial, commercial and port towns. Finally, the region contains a series of coastal resorts of great potential significance.

166. *PRESERVATION AND CHANGE.* It is important that the region's historic cities, towns and villages should be identified in their regional context as a prelude to more detailed investigations by planning authorities. The Civic Amenities Act requires all local planning authorities to designate Conservation Areas, i.e. areas of special architectural or historic interest. Such areas will be parts of towns or in some cases the whole of a small town (e.g. Rye) or a village.

167. The crux of the whole matter is often in the balance which has to be struck between the architectural or historic value of a particular building or area and the pressure to redevelop the site, often for very sound economic reasons. Some local authorities are reluctant to exercise their discretionary powers under the Local Authorities (Historic Buildings) Act 1962; not only because of the expense involved, but also, in some instances, owing to a feeling that the owners are unwilling to bear their share of the burden. There should be a thorough review of the exercise of these powers.

168. In addition to financial problems, expertise in town planning, architecture and economics—skills necessary to the success of improved conservation area programmes—is in short supply. Because of this end because we see conservation in its broadest sense as a real regional problem, we recommend the establishment of regional teams of experts to assist local planning authorities and others in their tasks. The pilot studies of Chichester and other historic towns due to be published at the turn of the year, will show the scale of effort that will be needed.

Water and recreation

169. Sailing and boating in particular will continue to be major recreational activities, and to present new problems for solution by the local authorities and regional sports councils. Numbers of pleasure craft are thought to be increasing by some 20 per cent each year. In many areas there is already

little or no surplus capacity, particularly for moorings.

170. *THE COAST.* The National Parks Commission has issued reports describing the issues at stake for the Kent and Sussex, end Hampshire end Isle of Wight coastlines.* When further reports are available, which will give e complete regional assessment, we shall be considering these in more detail. The local authorities should be able to draw up e definitive land-use plan for the whole of the region's coastline, including ways of developing complementary attractions inland, and we shall have to give careful thought to the economic planning considerations involved; for example, the position of the tourist industry, and of those parts of the coestline which are involved in our overell strategy of development.

171. *RIVERS.* The Themes is unique but it is the river above Teddington thet is of particular emenity interest. Of outstanding regionel end national significance, its attractions put it in the same class as national parks and the coast. There are many organisations concerned with its planning and management. Given the increasing pressures for recreation of all kinds, for land development, for water end for gravel end other utilities, there is an urgent need for a comprehensive study of the demands of all sorts which will be mede upon the Thames itself and lend adjacent, together with proposals for recommendations on the measures end methods necessary to meet this challenge. Responsibility for a new approech must fall upon the Government, and we recommend the appointment of a Thames Study Group, with the following objects:

i. to prepare and collate surveys and information on present conditions along the river above Teddington as far as Cricklade (some local planning euthorities have already made good progress in this connection);
ii. to interpret trends and estimate future pressures;
iii. to make recommendations concerning an overall co-ordinating plan for the Thames which would preserve and enhance its character as e whole, and to make any recommendations as to the measures necessary to cerry the plan through.

The Coasts of Kent and Sussex and *The Coasts of Hampshire and the Isle of Wight.* HMSO. 1967.

172. Besides the Thames there are many other rivers and also canals in the region that heve greet value for one recreetional purpose or another and we shall ensure that this is not overlooked in the plenning of future developments. The Lea Valley proposals show what can be done to develop rivers and the surrounding areas as mejor recreational features: end the progress of the Colne Valley scheme is encouraging.

173. *WET GRAVEL PITS.* The greatly increasing scale of gravel workings will bring problems end opportunities. Recreational schemes such es those et Wraysbury and Horton in Buckinghamshire, the Theale project in Berkshire, end the comprehensive planning being done for the Blackwater Valley in Hampshire show what can be done. The regional sports councils are also doing useful work on this and a detailed study of the large concentration of workings in the West London area is being cerried out to establish the demand for water recreetion and facilities; and the extent to which workings will be needed as permanent recreational fecilities. This is only a first step and the study will no doubt highlight the need for more attention to be given to the planned amenity after-use of workings. We consider that there should be a comprehensive approach to large areas of grevel workings as opposed to a series of *ad hoc* decisions ebout individual workings.

Holidays and tourism

174. In economic terms, the region's contribution to earnings of foreign currency from tourism is most important. The tourist industry is Britain's largest single dollar eerner, and London is by fer the chief attraction for overseas visitors. The International Passenger Survey shows that, in 1964, of the $2\frac{1}{2}$ million overseas visitors to the United Kingdom, roughly 75 per cent stayed one night or more

in London and 45 per cent of the total length of stay was spent in the capital. It is believed thet, of the totel expenditure by all foreign tourists, about half is spent in London—roughly £100 million in 1966. This underlines the major contribution tourism in the region is making to the national economy.

175. The foreign tourist industry is expanding by 10-15 per cent each yeer. In 1966, $3\frac{1}{4}$ million overseas visitors came to Britain—at this rate of growth some 5 million visitors yeerly can be expected by 1970—and London's shere of the market is unlikely to fall. But it will be essential to see that there is adequate capacity to meet these growing demands, and we intend to give more study to the regionel economic planning aspects of this problem: we will have to consider, for example, the effect of the Channel Tunnel on the holiday trade, the impli-cetions of any increase in seesonal employ-ment, and changing patterns of holidaymaking and the techniques of the trade. Consulta-tions with the industry, the British Travel Association end the Hotel and Catering Industry Economic Development Committee will be necessary.

176. We must not overlook, of course, the importance of the region for the British holiday-maker, perticulerly as second holidays are on the increase end their future pattern is of great concern to our coastel towns (see Chapter 13).

177. The problems of Greater London, the area of the Greater London Council, are not only extremely important in themselves, but have important repercussions for the region as a whole. While London as a wider metropolitan region is still growing, the population of Greater London itself is declining. Employment in Greater London still seems to be increasing, but not so fast as it has been; in the Central London area (see Figure 10) it may not be growing at all. The population and employment trends are at the moment difficult to interpret and more study of them is required. Nevertheless these trends are welcome, remembering the serious housing problems to be faced and the need to avoid further pressure on Central London. The Council believe it important that firm controls should be maintained in Greater London to prevent further growth in employment, to prevent any worsening of the housing situation and to reduce the pressures on the commuter services.

Table 4 **London Resident Population**

Census figures unless otherwise indicated. Millions

	LCC Area	GLC Area
1901	4·6	—
1931	4·4	8·2
1939	4·0*	8·6*
1951	3·4	8·2
1961	3·2	8·0

*Estimates by General Register Office.

Population

178. There is still strong natural growth of London's population, but the result of the major movements in and out of the area is that more people are moving out than moving in, and this net loss exceeds the natural growth. (For example, a net outward migration of 600,000 between 1951 and 1961 as compared with a natural increase of nearly 333,000.) So, as Table 4 shows, the population is continuing to decline, as it has done in the LCC area since the turn of the century and in the wider GLC area since the pre-war peak in 1939.

179. Between 1961 and 1966 the population of the GLC area has declined by a further 70,000*; but while there was an increase in 1961-62 (a consequence of heavy immigration from the Commonwealth) there have been losses in each year since, with heavier outward movements in 1964-65 and 1965-66. The figures are not large in relation to the total and quite small shifts of emphasis could alter the picture; but it looks as if the decline is a continuing trend and the rate may be accelerating somewhat.

180. The 1966 official projections take account of the proposed overspill movement of one million from London up to 1981. On that basis they foresee a slight decline in the population until 1970 but a slight increase thereaftar. In the last few years there has been relatively a slower rate of planned overspill movement, but there has been a high rate of voluntary movement out of Greater London. If this voluntary movement were to continue at a high level when the rate of planned overspill movement increases in the 1970s, the decline could exceed the official projections. Other

*See Annex C, Table 3. Preliminary figures from the 1968 Sample Census indicata that this decline could be larger.

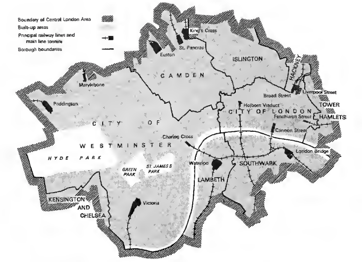


Fig. 10 CENTRAL LONDON
The area currently defined as Central London. The figures of employment growth 1951-61, in para. 182, refer not to this area but to the six former Inner London Metropolitan boroughs (see Definition of Areas, page xi.)

factors may balance this, but we consider it sound to plan on the assumption that the population of Greater London will certainly not be above 8 million in 1981 and could be considerably less.

Employment

181. Between 1951 and 1961 the increase in total employment in the Greater London conurbation was, according to the census figures, 167,000 against a total employment of $4\frac{1}{4}$ million. This was a much smaller increase than the Ministry of Labour estimate used for the South East Study, which was prepared on a different basis.* Nevertheless, the rate of employment growth, 3·9 per cent, was faster than that in the country generally beyond the Metropolitan Region, and that at a time when London's population in the working age groups fell. The increase was most marked in the peripheral parts of Greater London, mainly in the new Outer London Boroughs. Since 1961 the picture is less certain and unfortunately the figures from the 1966 census are not yet available; but the Ministry of Labour figures since 1961 show a slightly lower rate of increase than in the previous decade. The available evidence suggests, therefore, that employment in Greater London is probably still increasing, although at a slower rate.

182. For Central London, the increase 1951-61 was 56,000 (4·5 per cent) made up of big gains in the City and Holborn and small gains

*For details, see Annex B, paras. 2–6.

and losses in other central boroughs (again a much lower figure than quoted in the Study). This undoubtedly reflects the high level of activity in office building in and near the City. Since 1961 commuting figures compiled by London Transport for arrivals in Central London, both by public and private transport, indicate a modest decline. As compared with an increase of over 100,000 (about 11 per cent) between 1951 and 1961, the numbers have declined between 1961 and 1966 by 41,000. The change, which is mostly in public transport, is a small one. (See Annex C, Table 13.)

183. Employment in Central London (see Figure 10) appears from these figures to be declining very slightly. There may well be special factors affecting the figures over the last few years and further statistics will have to be collected before we can be sure that this is a significant trend. Nevertheless this is welcome evidence that the pressures on Central London are beginning to be reduced. We believe strongly that the objective of policy should be to prevent employment increasing in the central area.

184. On the other hand, employment in the outer parts of Greater London, particularly in service industries, is still increasing. Croydon is one example of a major redevelopment, which is attracting an increasing number of workers. This shows what can be achieved outside Central London by way of a modern sector centre, integrating office development and major shopping and entertainment facilities; but it also illustrates the difficulties in terms of traffic congestion, labour shortages and inflationary pressures. In our view, such major centres should in the future be developed further away from London.

185. The population projections up to 1981 reveal the serious labour shortages that could occur in Greater London. The projections for the country as a whole show a 6 per cent *rise* in the population of working age and much higher percentage increases for the population in dependent age groups—by 32 per cent for children up to 14 years and by 23 per cent for old people: but in Greater London the working age population is projected to *fall* by over 9 per cent—or nearly 500,000 people—while there will still be increases in the dependent population, especially of children.* As the figures illustrate, the numbers of working age had already fallen by 125,000 between 1964 and 1966; and, in view of probable labour supply problems elsewhere in the region (see Annex B) labour shortages seem likely to be intensified.

Future employment policy

186. Thus we now have the situation that the employment position in the central area is relatively stable, while it still seems to be increasing in the outer areas of Greater London. At the same time, we are faced with the possibility, over the next fifteen years, of a large fall in the population of working age. This could create serious difficulties in the provision of essential services and facilities in the London area. It would also carry serious implications more generally, if the opportunities for employment are not reduced to match the smaller labour force available. For example, the difficult labour situation should not be allowed to attract an increased flow of immigrants from other regions, and we must avoid as far as possible increasing the load on commuter facilities. It would be very undesirable, also in view of London's major housing problems, to overcome the difficulty by modifying the plans for overspill movement. We therefore think that the right way to meet this very difficult problem lies in the more efficient use of available manpower and in measures to reduce employment pressures in London along the

*This situation arises because in all parts of the country the proportion of the population of working age is falling while the proportion in dependent age groups is rising. Since the total population of the country is itself rising, the numbers of working age can increase absolutely (although the proportion falls). In London, however, the total population is assumed to be virtually static up to 1981 in the projections; a rise in the number of dependents must be accompanied by a fall in the numbers of working age. Planned overspill movements with a high proportion of people of working age are also a contributory factor. See Annex C, Table 3.

following lines:

i. major and sustained efforts to move out manufacturing industry, which would also assist the planned expansion schemes;

ii. continued control of office development and every possible encouragement of moves to office centres away from London, as discussed in the next chapter;

iii. the moving out of government offices, headquarters of national bodies, colleges and institutions, where a location in Central London is not essential;

iv. additional measures to ensure that the movement of industry and offices by all these means results in a reduction in demand for labour, e.g., by the use of vacated sites for other purposes.

This problem of the future employment situation in Central London is the most serious we face in the immediate future and we intend to give high priority to it in our future work.

Housing

187. The need for more and better housing in London is too widely known to be discussed in detail here. Twenty-six thousand slum dwellings are to be cleared in the current five-year programme to 1970. The needs of these displaced families must be met; in addition it has been estimated that, at mid-1965, the housing deficiency still amounted to 200,000 households. There are still many areas where families spend too long on a waiting list before being housed, or even where the possibilities of being housed are so remote as to make application to join a waiting list futile. The overspill programme is designed to meet these needs in part by creating some room for manoeuvre in redevelopment; but, despite these efforts, the housing problem is not likely to be much easier to solve in the future. There are still a last few virgin sites like Woolwich/Erith and the airfield at Hendon and other small sites on which to build. By taking advantage of the additional housing capacity on these sites it may become possible to clear further sizeable areas for new development; but, in general, it will be a question of making use of every small site as it becomes available.

188. The Inner London Boroughs contain much of the so-called 'twilight' housing and the whole question of the rate of obsolescence requires further study if the degeneration into slums is to be arrested. If London is to re-shape and re-equip itself to meet present day needs, redevelopment must mean loss of housing land for provision of new schools, open spaces and social facilities, which are desirable to avoid the creation of new slums in future. The acquisition of this land in areas large enough for comprehensive redevelopment is often costly and difficult; and we welcome the fact that, in due course, the Land Commission may be able to use its powers to help in this vital task. This is also the traffic 'glue-pot' ring and it will be necessary to make space for the motorway box and other transport schemes. These pressures on land will inevitably mean that redevelopment must continue to be at reasonably high densities.

189. This is a brief summary of Greater London's future housing problem. Any solution to it will be costly; but if London is to be a capital city the nation is proud of, this will have to be faced.

The role of industry

190. Greater London is still an important area for manufacturing industry and more than half the region's employment in manufacture was, in 1966, still in the GLC area. The numbers employed, however, have been declining for many years and this trend is likely to continue except perhaps in the outer boroughs. There is also likely to be a continuing shift, in conformity with the national trend, from manufacturing to service industry and this must be taken into account in considering office policy. Although some industry has a proper function in London, many of the firms in cramped premises and with restricted opportunities for expansion welcome moving to a new town site and experience has shown that they benefit commercially. As indicated above, major and sustained efforts must be made to increase the rate of outward movement of industry. This will not only reduce the pressure

on employment, but also release valuable sites for housing and other purposes and contribute to the success of the overspill programme.

191. It is of little value if, when a factory moves out, its premises are taken over by another firm. This frustrates the objective of reducing the number of workers in Greater London, and it is essential that greater efforts should be made to try to prevent this. More than £3 million is spent by the GLC each year on acquiring premises from firms and moving them out of London. This policy certainly has important planning implications for London both in providing housing land and in improving the environment by concentrating industry in conforming areas. Moreover there is a national interest in moving out manufacturing industry from London, particularly where it can be moved to the new and expanding towns or to Development Areas. This is such an important matter that we urge the Government to make a major contribution to the buying up of vacated premises.

Traffic problems

192. The transport needs of London have been considered in Chapter 7, but positive measures to reduce traffic congestion as well as an improved communications network are of major importance in a future policy for London. This will frequently inconvenience the private car owner, but business traffic must take priority. Traffic engineering and measures for the control of traffic have improved the flow of vehicles in Central London in recent years, but we strongly deprecate the way in which major traffic routes in the rest of London are still unnecessarily impeded by stationary vehicles, which not only prevents the economic use of the road space, but is also a cause of many accidents. Continued urgent attention from the traffic authorities and the police is required.

193. The London Traffic Survey, Volume 2*, shows that the increasing number of motor cars is likely to increase traffic pressures, particularly in the outer parts of Greater London. Where town centre redevelopments or shopping centre developments are needed in Greater London, care must be taken in their planning to ensure that there is good access by road and, wherever possible, rail.

Conclusion

194. These are only general comments on London's problems and much more detailed work is urgently required particularly as more information becomes available about the employment situation. The Greater London Development Plan, to be published by the Greater London Council in 1968, will be of major importance not only for the conurbation, but for the region as a whole.

**Future Traffic and Travel Characteristics in Greater London.* Greater London Council. 1966.

11 Office development

195. A statement issued in November 1964* set out the Government's intention to check the continuing growth of offices in the South East, especially in London. This policy was adopted both to halt the repid growth in employment in the London area and to try to obtain a better balance of employment in regions other than the South East. In practice these objectives were not always compatible; for example, the check on office growth throughout the Metropolitan Region, has, in some cases, made it less easy to move offices out of Central London since their most favoured alternative location is in the Outer Metropolitan Area.

196. We agree with the objectives of the office control policy, in particular that of reducing congestion in Central London, but we recommend that the control should also be used to steer offices to suitable pleces elsewhere in the South East. There are many firms who could be persuaded to move out from London provided that they did not have to move too far. Office establishments normally need to take with them a higher proportion of their existing staff than manufacturing industry and many firms heve sound reasons for being within easy reach of London.

197. We recommend that office development permits (odp's) should be readily available to a firm prepared to move from London, where its location is acceptable in terms of the strategy we are proposing. This particularly means that, where possible, firms with no locational tie to the Metropolitan area should be encouraged to go further. The first priority within the South East region should be office centres in the major planned expansion schemes, where they will form an essential part of the belanced development of the community, but we also indicate other places suitable for development as office centres, including some in the Outer Metropolitan Area.

198. We also put forward two specific recommendations of a general nature. Until recently an office development permit was required for any project in excess of 3,000 sq. ft. of office floor space throughout the region. The Government recently announced† that this lower limit would be raised to 10,000 sq. ft. beyond the Metropolitan Region. Much office employment is in small firms and of a purely local character and we therefore welcome this relaxation of control which will help such firms and assist local development schemes without affecting the basic objectives of the policy. At the same time we would heve liked to see the level at which a permit is required raised to 10,000 sq. ft. in the Outer Metropolitan Area also, since this area is the most attractive one for smaller firms that decide to leave Central London for whom offices of this size would be particularly suitable. Second, there is an increasing tandency in larger firms to have offices adjacent to a manufacturing unit. This can create economies and such a trend should be encouraged.

Central London

199. As explained in Chapter 10, our principal aim is to prevent employment increasing in Central London and, if possible, to reduce it somewhat. But we realise that it is also essential for the working efficiency of tha capital that modernisation of offices should be allowed to continue on a considerable scale. It is to

**Offices: a statement by Her Majesty's Government.* HMSO. 1964.

†House of Commons, Official Report, 18 July 1967, column 246.

balance this that we lay such emphasis on continued movement of offices out from the central area. Some firms now in the centre have no particular case for being located there; their presence is often due to the possession of a long lease at low rental or other such fortuitous advantages. Every effort should be made to persuade such firms to move and every encouragement continue to be given to the Location of Offices Bureau in this work.

200. The Government have set an example by dispersing some of its offices from London and we trust they will carry this even further. It should also be possible for some large institutional bodies (research, medical and educational) to function away from London, and the possibilities need to be actively studied.

201. The control policy must be flexible and there will, of course, be cases where a new firm should be allowed to come into the centre of London. For example *we should give every encouragement to international firms wishing to establish offices in London.* The City is the natural office centre of the capital and it is also desirable to give permission to build some offices there for more general reasons. In this category come such developments as the completion of the Barbican scheme and the London Museum site.

202. It is equally important to make allowances for the needs of office firms whose premises are of inferior standard and need to be modernised or redeveloped. In many cases, this may mean office building without a specific customer in mind; but if space is not available for such movements, it will tend to delay improvements that are desirable from the point of view of efficiency and productivity. Space is needed also to provide for the installation of computers and modern business aids and to improve staff working conditions.

203. The development of any new office sites should be planned to ease the pressure on transport facilities within the central area. For similar reasons it would be desirable to have offices at and near the proposed major interchange points of London's public transport system.

204. It is often said that moving jobs away from Central London results in no benefit, in employment terms, since the offices vacated are filled by other firms. Clearly this tendency exists; but we believe that, with rising standards of office premises, the trend will increasingly be—perhaps indirectly by a succession of moves—for the worst premises to become vacant, and available for demolition and other uses of the site. We would like to see this tendency accelerated by the full and rigorous application of existing statutory standards for office premises so that many of those offices of inferior quality and little suited to their present use are eliminated. But we recognise that existing use rights, and the compensation which they entail, can cause major difficulties in this context.

205. Wherever it is practicable, and a demand exists, offices in converted premises could be returned to their original residential use. Some of these, in any case, are restricted by planning permission to office use for a limited period and will become available for reconversion. Although this can be expensive, we recommend that local authorities should make an investigation of the possibilities in their areas.

206. In the immediate future we see no danger of an inadequate supply of office buildings in Central London. When controls were introduced in 1964, a considerable volume of office space was already in various stages of construction or under contract and much of this was therefore free of the odp control. This stock—'the pipeline'—amounted in April 1966 to about 16 million sq. ft. in the GLC area, and we assume that the major part will eventually be built. In addition offices authorised by odp's issued up to the end of 1966 have totalled (net) about 2·5 million sq. ft. in the same area. For the future, the controls in Central London should be administered flexibly to permit some new office construction and modernisation, but odp's should be restricted to those firms

that can make a case for having to be or to expand in the central area.

Rest of the GLC area

207. Much of what has been said in relation to Central London applies also to the rest of the suburban area. The outer suburbs are already experiencing traffic pressures and congestion, and this is likely to get much worse in the next decade. Although there have been some large-scale developments in the area, such as Croydon, we do not think that it would be wise to repeat this pattern. The area is in general one of labour shortage, with a considerable degree of office employment already. We would not wish competition for office workers to create more pressure on wages and costs. There will however be examples of major housing re-developments, e.g. Thamesmead, where provision of new offices could be justified if needed to minimise additional commuting.

Outer Metropolitan Area

208. The immediate supply of office buildings in the Outer Metropolitan Area too should be adequate. Since controls were applied in the first instance rather less strictly here than in Greater London, 'the pipeline' is correspondingly high and still amounts to some 8 million sq. ft. In addition odp's authorised have yielded a further 2·0 million sq. ft. (net).

209. Some office development will certainly be required over the next few years to provide for the needs of the growing population (about another one million people by 1981). Provision should also be made for firms which are prepared to move out from London, but need for business reasons to have rapid and frequent contact with the City, as for example in the Southend development. In general, projects for offices should be tied to the requirements of a particular customer; but some room needs to be made for firms decentralising from London, for whom the existence of a vacant office is often a crucial location factor.

210. Some concentration of office employment in the Outer Metropolitan Area is, in our view, desirable and we suggest that preference should be given to those places which we have proposed for study as possible growth areas.

The Outer South East

211. The situation in the rest of the region, the Outer South East, is rather different in that controls have only operated in the area since July 1966. Since then 200,000 sq. ft. of office space (net) have been authorised; but there is much less information on the volume of offices now available or in construction.

212. The primary object in this part of the region must be to provide adequate office employment opportunities in the major expansions planned at the periphery of the region. It is vitally necessary to have the right opportunities of this kind in these new towns if the community is to develop in a balanced way and the population is to be attracted to work locally. This was one of the important lessons learnad from the first generation new town developments, and, although the current programme involves sites further from London, we must still guard against the risk of too much commuting if local office work is not provided.

213. Some of these places will prove very attractive to firms on the move—for example Southampton which already has a large volume of offices—and all the major schemes will possess exceptionally good rail communications with London, giving access to the capital in an hour or only a little over. In order to achieve our object of balanced opportunities in all of the schemes, we advocate the retention of the existing odp control in the South East as a whole. This should help to direct larger office projects to the right places. At the same time a generous attitude will be required to smaller office developments of a purely local nature in other places.

214. In addition to the areas for major expansion, there are some other places in the area which could take further office developments. The expanding towns which will receive London overspill could with advantage develop some office activity; although much of this will be local in nature, there may be some

opportunities for smaller firms moving out of London to go to these towns. We have also suggested some coastal towns (e.g. Hastings, Bexhill and Eastbourne) where new office employment opportunities on a limited scale would help local problems. Similar problems in the Thanet area of East Kent should be assisted by limited development at Canterbury. The Bournemouth/Poole area should be able to sustain more offices.

215. Our objective of holding back office employment in Central London and concentrating firms that move out in suitable locations elsewhere in the region can be achieved within the framework of existing policies. But it will be essential to strengthen existing efforts to persuade firms to move from London and to maintain a firm line on the issue of office development permits.

12 Outer Metropolitan Area

216. As Figures 12 and 14 illustrate, the Outer Metropolitan Area of the South East region—roughly the area beyond the GLC boundary but within a 40-mile radius of Charing Cross—has shown extremely rapid population and employment growth in recent years. Between 1951 and 1966 the population rose by more than 40 per cent, from $3\frac{1}{2}$ million to 5 million people; and employment has risen more rapidly than in any other part of the country.

217. One reason for this is that, because of its age structure, the area normally has a slightly faster birthrate than other parts of the region. In addition population trends tend to appear in the Outer Metropolitan Area well ahead of elsewhere; the rise in the birthrate which occurred nationally in the mid-1950s was already evident in that Area by 1951. A third factor is that much of the London overspill in the period was housed in the first generation new towns which lie in the Outer Metropolitan Area, while migration into other parts of it was equally vigorous. It is now well established that these new towns created conditions in which employment grew particularly fast, and this led to migration of workers from other parts of the country as well as from London.

218. When the 1961 census material and future population projections taking account of the very rapid growth in the 1950s and early 1960s became available, it was decided that current rates of growth in the Outer Metropolitan Area would fully extend the available resources; and that it would not be sensible to add to this rate of growth by proceeding with all the planned overspill schemes in the area proposed by the South East Study (see Chapter 4). The Outer Metropolitan Area is now expected to take some 200,000 people in overspill schemes in the period, largely in the continued expansion of some of the first generation new towns.

219. The estimates of population growth between 1964 and 1981 on which this re-assessment was based have since been revised a little but not sufficiently to make the general conclusion invalid. The 1966 estimate, for example, indicates that the population growth in the area will be 1·07 million (compared with the previous estimate of $1\frac{1}{4}$ million). The reasons for this reduction have been set out in Annex A. Some 650,000 will be the natural increase of the population, and the remainder, about 420,000, will result from net inward migration into the area, very largely from London. But we have to remember that these net inward figures result from extremely large gross flows in and out, particularly in the Outer Metropolitan Area which is an area of massive population movement. This reflects the continuous pattern of commuters shifting further out of London in search of better environment, and also the trend for workers to move to the area because of the excellent and varied employment opportunities. But these are two factors only, and the net result of the gross movements concerned is most difficult to forecast accurately.

Existing development plans

220. While, therefore, the population projections may prove wrong, they are the best possible estimate that can be made at this stage about the future. More than one million people will have to be found homes, with appropriate provision for employment; housing them will be a formidable task. The major responsibility for this rests with the county

planning authorities whose development plans either already provide or will be amended to provide for a population growth of over a million between 1964 and 1981. We understand that much of this provision is by expansion of existing towns, although in the approved Green Belt the scopa remaining for expansion is very limited and local overspill must arise if the Green Belt is to be maintained. There is still considerable scopa for further development of towns beyond the approved Green Belt and it is here that much of the additional population will have to be housed.

221. It would be very difficult to alter present patterns by modifying these development plans or by withdrawing existing land allocations; and planning permissions can only be revoked in most exceptional circumstances (and with the specific approval of the Minister) and et the cost of heavy compensation borne by the local authorities. To this degree the pattern of development to 19B1 is firmly fixed, and we do not advocate large-scale revisions of existing plans. The present population pattern in the Outer Metropolitan Area has in any case largely developed in response to the radiel communications, and the policy of expanding existing towns up to 1981 will therefore be generally in keeping with the concentrated sector development which we consider desirable. But, as we have said, there will still be natural growth of the population in the green sectors.

222. In counties where existing land allocations approach exhaustion before 19B1 or where unforeseen new demends occur, opportunities will arise to plan further allocations of land in accordance with the strategy which we have suggested as the long-term pattern for the region. We strongly recommend that, where possible, planning authorities should link new housing development with the sector epproach outlined earlier in this report, end we shall be keeping the situation under review to try to ensure that housing pressures in the period do not prejudice the future pattern. To this end we intend to discuss and elaborate our proposals with the local planning authorities es soon as possible.

223. We have recommended one immediate measure in the area. There is scope in some places for further housing to be provided for small-scale movement of population (but *not* of industry) from London to relieve existing labour shortages in the Outer Metropolitan Area.

Industry and employment

224. On past experience, wa see no reason to suppose that there will be any difficulty in providing employment, both in industry and in service trades, for the growing population; indeed, with a continuing labour shortage, the problem may be one of damping down labour demand. The area contains some of the country's most vigorous and growing industries, and it is inevitable that some firms will went to expand to a degree which calls for relocation elsewhere. This is only to be expected. But for others, especially small firms, there may be the prospect of limited expansion without over-straining the local labour resources, and in these cases a flexible attitude should be continued. Some of the larger scale expansions which cen confidently be expected from firms in the area can make major contributions to less prosperous regions and can also be expected to be a worthwhile source of employment growth in the new towns of the future. We strongly recommend that the option to move to a new town location should be open to an expanding firm in the Outer Metropolitan Area in the future and we think this should be possible without waakening the inherent buoyancy of the Area.

225. Another point which will raise major problems is the pressing need in many towns of the Outer Metropolitan Area for central area redevelopment. Existing traffic pressures are serious and these will become increasingly more difficult through the period to 1981 and beyond. In our view resources will continue to be limited and the priority in redevelopment ought to go to those towns which are selected as a result of our further studies for future growth after 19B1.

226. Tha population pressures from 1981 to the end of the century ere likely to get worse in the Outer Metropolitan Area, aven if to some extent growth is siphoned away to the Outer South East. These pressures will create further problems over investment priorities, especially in the transport field. It will be essential to control development in all parts of the Outer Metropolitan Area more rigidly than in the past, and to concentrate additional housing on the places recommended by the studies we have proposed, if these problems are to be controllad. Growth at these points should also be encouraged by the industrial policies we are advocating, which will tand to concentrate employment in certain parts of the 'growth' sectors; and if this happens there will be strong natural prassure for workers to be housed within reasonable distance of their work.

227. The population growth in the Outer South East has been less rapid than in the Outer Metropolitan Area, but the total in 1966 was over 500,000 more than in 1951. Much of the existing population is in the towns along the south coast, which have a high level of inward migration, mainly of retired persons, and a very low rata of natural increase. Between 1964 and 1981 a further 1·04 million people are expected to be housed in this part of the region, and only 40 per cent of this increase will be due to natural growth. The balance reflects retiremant patterns, planned overspill movemant from London (e.g. in Milton Keynes, Southampton/Portsmouth and perhaps at Ashford) and the genaral shift of population further from London indicated by tha increase in long-distance commuting. But the county development plans foresee no difficulty in accommodating a population growth of this size.

228. We cannot at this stage comment on the plans of every part of the region, but there are particular areas which are of importance to the planning of the region as a whole, on which comment should be made in a first report.

South Hampshira

229. We have made a close study of the Buchanan report and reached the following conclusions:

i. we think that the Southampton/Portsmouth area has the necessary growth impetus to form e counter-magnet attractive to Londoners and that the project would make e large contribution to the effective planned development of the region;
ii. we recommend that a substantial planned overspill project can and should be fitted into the overall development;
iii. we emphasise the need for the strictest planning disciplines to resolve the problems arising from the very rapid rate of natural population increase together with planned and voluntary migration into the area;
iv. we think that the project has the considerable advantage that it could without difficulty become a fully balanced community;
v. we assess the area as more favourably placed for communications for a development of this scale than other possible parts of tha region.

230. The implications of the development of a city region in this area are crucial for any future plan of the region. If there is to be a constructive ragional plen—if the urban sprawl of London is to be contained and the creaping invasion of soma of the loveliest parts of the South East avoided—then this city region must make a major contribution to housing the region's increasing population. Concern has been expressed about the overspill plans; but these only represent a small part of the anticipated growth by the year 2000 and one of the advantages of a city of this size is that it is the best means of developing a balanced community.

231. There are other misapprehensions about it that need putting right. The diagrams in the Buchanan report have given some the impression that there would be eventually a continuous built-up area from Portsmouth to Southempton. This was not tha intention; the population density assumed for the final plan of 10 to 11 to the acre will permit numerous recreation areas between the residential areas as well as an open lay-out of the areas themselves. We recognise elso that this urban

development must be accompanied by the firmest planning control to protect the New Forest and the Hampshire Downs from sporadic development; the Isle of Wight should elso be regarded primarily as a holiday area.

232. The Southempton/Portsmouth aree is alreedy the focus of considerable growth industry and, because of expansion locally, the plenned development is likely to require less movement of industry with overspill populetion than other mejor schemes. This will mean a significant saving in the total resources required, and for this reason, primerily, *we regard this scheme as most practical and our first priority*: we think it of the greatest importance that the project should be successfully implemented. The planning of this city region will be a major task and one that needs tackling without deley. The existing planning euthorities will have e large part to play as well as the Government. It is important that a special body with clear and comprehensive terms of reference should be set up as soon es possible to plan the development in detail. *We urge the Government to make an early statement of their views on this forward-looking project.*

North-west sector

233. The preliminary planning of the new town of Milton Keynes was already well advanced before the Council was set up; end a designation order hes now been mede. Within this designation aree is the repidly growing town of Bletchley, and less than twenty miles from the Milton Keynes site are the major expansions at Northampton (by 70,000) and Wellingborough (by 35,000) in the East Midlands Region; possibilities of planned expansion at Bedford are also under consideration. Tha scope for rapid population growth before and after 1981 in the area bounded by these towns is clearly therefore of mejor importance for the future economy of our region. It is essential that a comprehensive plan is prepared for this area on e city region basis.

234. A study group hea already been established by the Ministry of Housing end Local Government to co-ordinate the planning of this area, and we welcome this approach to the problems. The growth of population from under 500,000 in 1966 to about 820,000 by 1981 will create severe pressures in the area which need urgent attention. Two major factors which will be crucial to success will be the improvement, in time, of the roed network linking these towns; and the build-up of the rate of housing construction to some 10,000 dwellings per year, which will call for rapid development of industrialised methods.

235. In the longer term, Milton Keynes itself will continue to grow beyond 1981 and is expected to reach e total size of 250,000, including 150,000 from London. We see also possibilities for further population growth in the rest of the area by the end of the century. In the meanwhile, we regard this erea as the second priority in the allocetion of resources among the major expansion schemes and we consider that the Milton Keynes proposala should be implemented as repidly as possible.

Ipswich/Colchester area

236. The consultants' report on the expansion of Ipswich, which is in the East Anglia Planning Region, by en additional 70,000 people, pointed out that there were possibilities of considerable further development in the surrounding area after 1981. In the vicinity are Colchester with its thriving industry and expanding university and the Heven ports of Felixstowe and Harwich. As we point out in Chapter 7 there is e feir prospect of further growth in the traffic handled by these ports, especially if we enter the Common Market, since there will alweys be a demand for rapid freight facilities on short sea routes.

237. We consider that it would ba mistaken to consider the future of Ipswich in isolation from these developments, end that the area in generel has considerable potential for further population growth. In the long term it could well ba planned as a city region. We recommend therefore thet a longer-range study should be undertaken of the whole Ipswich/Colchester/Haven ports area; and we shall be

discussing our proposals with the East Anglia Economic Planning Council.

South-east Kent

238. The South-east Kent sector poses the greatest difficulties. The results of the feasibility study on development at Ashford were still awaited when this report was completed, but the expansion of the town on a major scale seems likely to present considerable problems. The Channel Tunnel will provide a focus for development in this area—it will no doubt attract businesses and other types of development to the extent that permission is given to them—but we fully accept that the Government's policy is likely to be that the Tunnel is developed for the benefit of the country as a whole. So development connected with the Channel Tunnel could be limited to certain specialised activities, for example warehousing for distribution, and the local employment resulting may not be extensive.

239. No other places seem obvious choices for major development. Folkestone and Dover are handicapped by the configuration of the land behind them. Canterbury has its role as a university town and tourist centre although a limited amount of office development would help to provide wider opportunities for those within travelling distance in Thanet. The rather restricted job possibilities in the Thanet towns would be improved by some population and industrial expansion, but they are not ideally placed for anything of a major charecter. Again on a modest scale, we have recommended an overspill scheme for en additional 30,000 people for the Isle of Sheppey; but further growth there will depend on the success of an initial scheme for 10,000 people.

240. Population pressures make it desirable for a substantial population to be accommodated in this area of Kent after 1981. Ashford seems to offer the best possibilities, despite the difficulties of a very large expansion, and the area generally will be attractive to development. To provide employment, a certain amount of new factory development will be needed, perhaps linked to some degree with the Channel Tunnel and our possible entry into the Common Market. In any case, e more flexible attitude to location of industry in this part of the region may have to be adopted if firms are not to be lured to the other side of the Channel. We will make a careful study of the consultants' report on Ashford, but, as the next stage, we propose an overall study of the south-east Kent erea to determine the feasibility for future growth.

Oxford

241. The Oxford area has its own special problems. On the one hand we want to retain and enhance, if possible, Oxford's position as a university and cultural town and as a centre of great interest to visitors from all over the world; on the other, we are concerned that the area is so much dependent for employment on a single industry, the motor car industry.

242. Oxford's future can best be assured by preventing further industrial development in the town, by government approvel of a green belt round the town and the provision of housing for the increasing population in the towns and villages outside the green belt; and by pushing ahead with road schemes to keep all through traffic and as much other traffic as possible away from the historical parts of the town. It is not our task to take sides in the bitter controversies of recent yeers, but we hope all will recognise that the pressures on Oxford are increasing and that the need for action is more and more urgent.

243. The employment needs of the area could be helped by schemes for additional population and industrial growth in towns in the vicinity, for example, at Bicester, Didcot and possibly in the future at Banbury. Light industry unconnected with the motor industry should be brought into these places so that a more balanced industrial pattern can be achieved for the sub-region.

South coast towns

244. We recognise that the problems of the south coast towns vary quite a lot from one another and we have not studied them suf-

ficiently to make specific recommendations about each individual town; but there are certain problems which affect many of them and on which our comments ought to lead to useful action.

245. First, the unemployment rate in these towns is generally higher than elsewhere in the region. (The seasonal variation in the unemployment rate to be expected in holiday towns, however, is becoming less significant.) The fact underlying this situation is that there are large numbers of older people who are not easy to place in employment. Some of these—'the occupational pensioners'—are in fact semi-retired although willing to work if suitable jobs can be found; but in practice the existence of a labour reserve in these places is more apparent then real and additional new industry often creates competition for labour with the existing firms.

246. Secondly, the high level of old people, reaching over 30 per cent in some places and associated with retirement migration to the south coast, is already creating problems for local authorities in some towns. As a result of labour shortages, the staffing of some essential services is becoming difficult; the pattern of amenities and entertainment facilities suited to old people is less attractive to holiday-makers; and because of the high incidence of low or fixed incomes, rate income and consumer spending in these towns is not rising as elsewhere in the region. These problems will be aggravated if too many schemes aimed at moving older people to the coast are encouraged; but we recognise that in view of their attractiveness, especially in climate, retirement to the towns on the south coast will continue and has to be catered for. But in the light of the future age structure of the region's population further study of these problems is badly needed.

247. At the same time, an effort should be made to get a more balanced population in these towns by providing more employment opportunities for younger people in order to discourage the drift away to other towns. The best means would be to encourage some office development in many of these towns, which are accessible enough to London to attract firms that must maintain close links with it. Southend is an example of such an effort, which we commend, towards solving the problems of a seaside town. In some cases also there could be opportunities for development of light industry on a modest scale. Another means of improving the age structure is by introducing population in overspill schemes from London; and we have recommended detailed further study of the Hastings/Bexhill area, and of Eastbourne, which we have already commended for additional offices, to assess the possibilities for receiving overspill population. In particular we think it possible to locate about 30,000 people in the Hastings area, where some light industry already exists and where existing housing could perhaps meet part of the additional demand.

248. Finally, we have considered the implications of the Channel Tunnel for the holiday trades in these towns. To provide the attractions that might appeal to continental visitors could require considerable investment. Brighton would clearly have much to offer such visitors; perhaps one or two more places might benefit, but if a resort is to attract this sort of trade it must prepare plans well in advance. But, especially if we enter the Common Market, there would be added prospects for some types of activity in these towns, for example the provision of conference facilities. We urge the authorities concerned to think carefully now about future possibilities on these lines.

14 Summary of conclusions and future work

Strategy

249. We have proposed a pattern of development for the 1980s and 1990s based on sectors following the main radial communication routes out of London. (Paras. 23-28 and 32-35.)

250. We support the development of major expansion schemes at some distance from London, capable of being built up to serve as a focus of counter-attraction to the capitel. These schemes are also fundamental to the success of London's overspill plans. (Paras. 29 and 56-57.)

251. As priorities we have selected first the development of the Southampton/Portsmouth area; second, the Milton Keynes area, with the related developments at Northampton, Wellingborough and possibly Bedford; and third the Ipswich/Colchester area. (Para. 34.)

252. Considerable population growth will take place in the Outer Metropolitan Area up to 1981. Possibilities for further growth thereafter will be limited, but we have put forward suggestions for studying a number of areas in this part of the region: these ere the Reading/Wokingham, Basingstoke, and Camberley/Aldershot/Farnham areas; Luton/Dunstable end Hitchin/south-east Bedfordshire; around Chelmsford and the Basildon/Southend aree; and around Maidstone, the Medway Towns end Sheppey. Some areas in the Outer South East will also be studied, especially around Ashford/Dover/Folkestone, Canterbury and the Isle of Thanet and the Bournemouth/Poole area. (Paras. 30-31 and 36-40.)

253. In order to preserve large stretches of open countryside, both as 'buffers' between the sectors for growth and to give separation between individual urban developments, we have suggested that certain areas should be country zones. It will be essential for stronger planning disciplines to be adopted to prevent major development in these areas. (Paras. 32-33 and Chapter 9.)

254. In the immediate future the major emphasis must be on London's overspill programme, which we accept in its main essentials. The programme of planned expansion schemes fits in general with the long-term strategy of sector development. (Paras. 54-55 and 61.)

255. There will be many problems in building up the major schemes at the rate plenned. The volume of movement of people end industry is greater than in the past and existing machinery needs to be reviewed and improved. Co-ordination between the many authorities involved must be intensified. (Paras. 70 and 72-74.)

256. Population growth in areas outside the major expansion schemes will increasingly need to be planned in a more comprehensive fashion. The Land Commission could have an important role to play, but all the implications of this growth need to be more thoroughly examined. (Paras. 65-68.)

Population

257. We have worked on the basis of the latest projections by the General Register Office (1966), which assume that one million people will be moved out of London by 1981. These projections estimate a growth of 2·14 million people in the region in the period 1964-81. Almost half these will be accommodated

in the Outer South East, the rest in the Outer Metropolitan Area. London's population will remain at about the present level. (Paras. 13-18.)

258. Virtually the whole of this growth is natural increase. Unlike the past, immigration from abroad is expected to have no significant effect on the situation, and the region may achieve a balance of outward and inward movement of population. The region is likely to continue to lose more people to other parts of England and Wales than it gains from 'drift'. (Paras. 14-15.)

259. The projections illustrate the increasing proportion of older people and children in the population. This could create problems in retirement areas; and has implications for the provision of geriatric services and for schools. (Para. 20 and Annex A.)

260. Beyond 1981 we must be more tentative. But it seems that the region's population may rise by a further 4 million by the end of the century. We have worked on the basis that these will nearly all need to be housed in the region. (Para. 22.)

Employment

261. The projections show that the population of working age is falling in proportion to the total population. Especially in the early 1970s the existing labour shortage will be intensified; and the region's working force will not increase significantly by 1981. In London the numbers of working age will show a sharp decline. (Para. 20 and Annexes A and B.)

262. These trends call for maximum utilisation of labour, particularly skilled workers, in the future. Further mechanisation and automation will be essential. Some firms may have to move to increase their labour force for expansion. Both government and industry need to examine ways for making more use of part-time workers, including those beyond normal retiring age. (Paras. 87-93.)

263. Existing training arrangements must be strengthened. Shortages of skilled workers are particularly severe. Closer links between industry and higher education are needed. (Paras. 94-97.)

Industry

264. In recent years industrial growth in the region has been vigorous. This growth is a major contributor to growth in the nation's economy and to industrial development in the less prosperous regions. But it has also created difficult problems, for example in terms of labour supply and traffic congestion. (Paras. 82-83.)

265. Present controls on industrial development in the South East are necessary, but must continue to be applied with flexibility. We have recommended some changes in emphasis. Firms that need to be in the region should not be deterred from seeking an industrial development certificate. (Paras. 84-86.)

266. The major problem will be to persuade firms to move to the new expansion schemes, both large and small. Some firms in the Outer Metropolitan Area, as well as those in London, must be encouraged to move or set up branch factories. Training of labour and provision of all the essential services for industry will be vital in this context. (Paras. 99-103.)

Communications

267. It will be essential for the current programme of new motorways and planned improvements to be completed by 1975 to provide good links with the major expansion schemes. Good progress must also be made on the provision of London's ring roads by the mid-1970s and on improved access to London docks. (Para. 122.)

268. Beyond that date we give first priority to the completion of a full outer and a full inner ring for London by 1980; and to improvements to the south coast road. (Paras. 123-125.)

269. The rail network, with improvements and adaptation, is edequate. The lines beyond Colchester to Harwich end Ipswich, and from Kings Cross to Welwyn, Stevenage and Hitchin, should be electrified. (Paras. 110 and 128-129.)

270. Both the Channel Tunnel and the third London airport will make their impact on the region's road and rail network. We are still studying the probable effects. (Paras. 115, 117 and 128.)

271. The new developments at Tilbury are most important for the country's future trade, and we have suggested that the lower reaches of the Thames should be zoned as a major port area to provide comprehensive port facilities on a national scale. (Paras. 112-114.)

272. Traffic growth is so rapid and the number of cars is rising so quickly that it seems essential to give a higher priority to public expenditure on roads than in the past. In the larger towns some further restraints on private cars will be needed and must be accompanied by a better, more efficient public transport service. (Paras. 119-121.)

Amenity and recreetion

273. We have sought to plan as much for a positive preservation of the countryside as for a sensible pattern of urban development. This is the object of the country zone concept, and we have indicated some of the areas which are more important where stricter planning disciplines need to be applied at once. (Paras. 157-161.)

274. We strongly support the maintenance of the approved Metropolitan Green Belt, but in considering any extension of it we would prefer to see these areas incorporated into our country zones where more positive measures could be taken to safeguard the amenity value of the land. (Paras. 163-164.)

275. Good agricultural land must continue to be protected and our strategy takes account of this. This should continue to be a major factor in determining the location of future population growth. (Paras. 32-33, 108 and Chapter 9.)

276. We endorse the concept of urban conservation ereas and we have suggested that the creation of regional teams of experts could assist local authorities. (Paras. 165-168.)

277. The improvement of recreationel facilities on our waterways is of major importance. As a first priority study, the upper Thames needs to be examined by a single body which can draw together the efforts of the many authorities at present responsible for different aspects of its maintenance and development. (Paras. 171-173.)

London

278. London cannot reasonably house a larger population than at present. The major problem immediately is to achieve better housing conditions and to reduce the pressures in the centre. (Paras. 4, 16, 187 and 188.)

279. Existing housing shortages mean that an overspill programme is required to move one million people out of London by 1981. Voluntary movements out of London are already at a high level, and will help to achieve this target, which would keep London's population virtually static. (Paras. 48-51 and 178-180.)

280. Employment pressures in London must be further reduced. Recently there has been little or no growth in employment in the centre and it is essentiel to reinforce this trend if the quality of life in the capital is to be improved and if traffic pressures are to be eased. (Paras. 2-4, 181-184 and 186.)

281. We have recommended major efforts to move industry and offices out of London; study of the possibilities of moving more large institutions and national bodies, including government offices; and more efforts aimed et neutralising the sites thus vacated against use for further employment. (Para. 186.)

282. Within Greater London new town centre redevelopment must be closely linked to the communications system, preferably at an

interchange point for the public trensport network. (Paras. 193 end 203.)

Office policy

283. Control of office development should continue in order to limit the growth of office employment in London, end to steer those offices thet move from London to suitable places in the region, in particular the major expansion schemes. Office development permits should be readily available to firms willing to move, provided the new locetion fits in with our strategy proposals. (Paras. 196-197.)

284. Raising the limit at which a permit is required to 10,000 sq. ft. in the Outer Metropolitan Area would help smaller firms to decentralise from London. Encouragement for offices ancillary to a manufacturing unit is elso desirable. (Para. 198.)

285. In Central London a limited amount of office building is inevitable to permit modernisation, greater efficiency end better conditions. It is also right that international firms should be encouraged to establish offices without difficulty. If total employment is not to rise in consequence, dispersel efforts must be given much more emphasis. (Paras. 199-202.)

286. The development of office centres must be encouraged eway from London, primarily in the major expansion schemes but also in other suiteble areas, especially those which we have recommended for study es future growth ereas. Some other towns could attract edditional office firms from London, e.g. Centerbury, Bournemouth/Poole, Eastbourne and Hastings/Bexhill. (Pares. 209-210 and 212-214.)

Outer Metropolitan Area

287. Existing county development plans are for the most part fixed up to 1981. Where there is an opportunity, we hope to influence future county plans according to our sector pattern of growth. (Paras. 219-222.)

288. This part of the region conteins many vigorous and growing firms whose further development is essential to the economy. Where these firms can move but are tied to the South Eest, they should be allowed in future to go to the major expansion schemes where they can contribute to the employment required. (Paras. 102 and 224.)

289. There will be ceses where such firms cannot move end in these the possibilities for housing some more Londoners should be examined, es e means of relieving existing lebour shortages; but no new industry should be moved from London to the aree. (Para. 223.)

Outer South Eest

290. This part of the region will be accommodating much more population growth than it has in the past. The major expansion schemes, which account for this, are vital to the planned future of the region. Most of these could develop in the longer term into the nuclei of city regions which are likely to be attractive to industry. We encourage this trend which seems to offer many advantages in economic terms. Development in south-east Kent will raise the most problems. (Paras. 227-240.)

291. The attractiveness of towns on the south coast for retired people is likely to create increasing problems in these areas. We have put forward some suggestions which may help, including an overspill scheme at Hastings, but these questions need more study in future. (Paras. 244-248.)

Future work

292. The strategy proposals outlined in this first report offer the most promising pattern of growth for the region. They will need to be examined for their full economic implications and further tested by studies of the deteiled aspects. It will also be most important to discuss the implications with the local authorities, statutory undertakings, professional and trade bodies and others concerned.

293. We believe that the most important of these studies are:

i. en examination of the proposed arees for

future growth by a joint investigation undertaken by government departments, the Council and the local planning authorities;

ii. a study of the implications for the future development of the region of the Government's decision to locate the third London airport at Stansted;

iii. an examination of the transport implications of the strategy, including the investment aspects, in collaboration with the Ministry of Transport;

iv. an elaboration of the country zone proposals in consultation with the Ministry of Housing and Local Government and the local planning authorities;

v. an examination of the future industrial pattern for the region and the implications of the strategy for industry and commerce in consultation with representative organisations both of employers and trade unions;

vi. continuing study of the employment problems in Central London and in particular of measures to achieve greater dispersal of employment away from the capital.

294. The investment implications of the proposals will be of great importance. We recognise that the country's present economic difficulties may limit the resources available in the next few years and critical problems of priorities are likely to continue to arise in the 1970s. Up to now the Council has not been able to make an overall appreciation of public investment in the region; but, now that we have formulated a strategy for the region, we shall be able, if the Government accepts our proposals and provides fuller information on future public expenditure programmes, to make a considered judgement on the priorities for the region.

295. Another major task for the Council will be to keep under review the progress of the existing planned expansion schemes. The study of the proposed growth areas referred to above will be of value in identifying other possible sites for expansion, if the present programme falls behind, and will help to provide the element of flexibility that we consider essential in the implementation of the programme.

296. Equally important, and more urgent, is the need to review the existing machinery, both at government and local authority level, for the movement of people and employment from London and for the co-ordinated programming of new and expanding town developments. An overall review of the arrangements is to be undertaken by the Planning Board for tha Council and we consider this an essential part of the successful implementation of our strategy.

297. Finally we shall be conducting a thorough review of the population and employment trends in the region and in its thirteen subdivisions in the light of new evidence expected later this year and in 1968. We shall also be making a study in greater detail of the employment implications of the overspill programme. It will be most important to maintain flexibility in the strategic proposals, end especially in the overspill plans, to meet possible changes in the fields of migration and labour supply.

ANNEX A

Population trends

1. While the prosperity and magnetism of the South East has received a great deal of publicity, it is a fact that in the past sixteen years the regions with the fastest proportionate growth in population have been East Anglia, the West Midlands, the East Midlands and the South West. Since 1951, the rate of natural increase (the excess of births over deaths) in the South East has been slower than Scotland's or that of the Northern, East Midlands or West Midlands regions; while in terms of net immigration, both East Anglia and the South West have received proportionately (though not absolutely) more people. Particularly in the last few years, the 'drift to the South East' has been a very minor and diminishing facet of the country's and the region's population experience.

2. However, although the *rate of growth* of the South East's population has not been at all extraordinary in recent years, the *absolute numbers* involved have been very large indeed (see Table A1) and certain aspects, most particularly those related to the overspill of London's population, pose major problems.

Table A1 **Growth Since 1951: National and Regional**

Home population

Million

	1951	1961	1964	1965	1968
South East Standard Region*	15·2	16·4	16·8	17·0	17·1
England and Wales	43·8	46·2	47·4	47·8	48·1
United Kingdom	50·3	52·8	54·1	54·4	54·7

* See Definition of Areas, p.xi.

National trends

3. The wider setting for the region's population growth can be illustrated by reference to the figures for England and Wales. Between 1951 and 1961, the population of England and Wales grew by 0·5 per cent (or 240,000) per annum, but between 1961 and 1966 the increment had swelled to 0·8 per cent (or 370,000) per annum. The relatively short-lived 'baby-boom' of 1946-49 was followed by a roughly constant birth rate to 1955 and then by a consistent rise to a peak in 1964 (still below 1947). The Government Actuary's forecasts of population implied a continuation of the birth rate at or above the level reached in 1964, but in the past two years (1965 and 1966) there has been a slight down-turn, though it is too early to suggest that this unexpected change of direction might prove to be the beginning of a new trend. Figure 11 illustrates these fluctuations.

Fig. 11 ENGLAND AND WALES LIVE BIRTH RATES, 1942-66

4. Death rates have changed much less during the past twenty years, but with the steady rise in population there has been proportionate increase in the absolute numbers of deaths.

5. Between 1951 and 1961, England and Wales gained (net) 387,000 migrants. The figure for England and Wales jumped to 225,000 for the single year 1961-62 (the last year of unrestricted movement before the Commonwealth Immigration Act), then fell sharply to a level of about 50,000 in 1962-63 and 1963-64. There has since been a further decline to 17,000 in 1965-66. Between 1962 and 1966, some 70 per cent of the net intake was from Scotland and Northern Ireland.

South East trends

6. Table A2 illustrates the broad picture. Between 1951 and 1961, the South East region grew by 1,140,000 people (averaging 0·7 per cent per year); between 1961 and 1966 by 720,000 (averaging 0·9 per cent per year). Over the whole period from 1951 to 1966, population fell in Greater London, but rose in the outer areas, especially in the Outer Metropolitan Area. Whereas the Outer Metropolitan Area had almost exactly the same population as the Outer South East in 1951, it was over 20 per cent larger by 1966.

Table A2* **Growth since 1951 : major divisions of the South East**

Home population

Million

	1951	1961	1964	1966
Greater London Council Area	8·2	8·0	8·0	7·9
Outer Metropolitan Area	3·5	4·5	4·8	5·0
Outer South East	3·5	3·8	4·0	4·1
South East Standard Region	15·2	16·4	16·8	17·1

* Because of rounding, some totals differ from the sum of their components in this and other tables.

7. Examining these three broad divisions of the region more closely, on the basis of the thirteen sub-divisions employed in the Planning Council's current research project (see Figure 12 for boundaries), the areas of fastest growth of population between 1951 and 1966 have been:

i. Outer Metropolitan Area East (Southend, Chelmsford, Basildon, etc.), with a rise of over 60 per cent in the period;
ii. Outer Metropolitan Area North (Luton, St. Albans, Watford, etc.), over 50 per cent;
iii. Outer Metropolitan Area West (Reading, Bracknell, High Wycombe, etc.), over 40 per cent.

All six sub-divisions of the Outer Metropolitan Area grew at a faster rate than the six sub-divisions of the Outer South East where the biggest gain was the 25 per cent recorded by Outer South East Berks/Oxon. The slowest area of population growth, apart from Greater London which showed a small decline, was the Outer South East Kent with a 13 per cent increase. (For details of population change in the thirteen sub-divisions over the years 1951-61, 1961-1966, and 1951-66, see Annex C, Table 1.)

8. Of the total increase in the civilian population of the South East Region of 13·1 per cent or 1,961,000 between 1951 and 1966, some 62 per cent was natural change, some 7 per cent net gain from the armed forces rundown and the balance of 31 per cent from net migration. Whereas Greater London's net emigration was much larger than its natural increase, which together resulted in a fall in population of 345,000 in the period, 68 per cent of the population increase of the Outer Metropolitan Area and 72 per cent of the Outer South East was accounted for by net immigration.

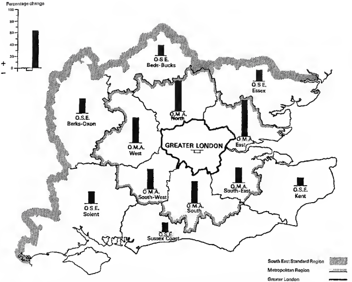


Fig. 12 HOME POPULATION CHANGE IN THE SUB-DIVISIONS OF THE SOUTH EAST STANDARD REGION, 1951-66
The height of the columns represents the percentage change in home population over the period 1951-66. For detailed figures see Annex C, Table 1.

9. Table A3 and Figure 13 show how migration to the South East is estimated to have fallen away steeply in the last few years.

Table A3 South East Standard Region: estimated net civilian migration

Average annual movement '000

1951–56	1956–61	1961–62	1962–63	1963–64	1964–65	1965–66
+22	+67	+101	+27	+32	+5	−1

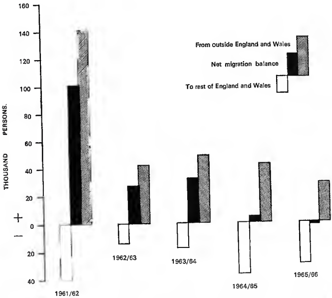


Fig. 13 NET CIVILIAN MIGRATION FLOWS TO AND FROM THE SOUTH EAST STANDARD REGION, 1961-66

Projections of future population

10. The official population projections discussed below do not purport to be precise forecasts, but are calculations based on stated assumptions which will be revised at regular intervals as changes in knowledge occur.

NATIONAL

11. The South East Study (published in 1964) was based on a population projection for England and Wales, 1961-81, of 7 million extra people: 6 million by natural increase and one million from net immigration. The Review of the Study (prepared for official use in 1965 and based on projections used in the National Plan) increased the forecast rate of growth, giving the figure of 7 million for the shorter period 1964-81, in the light of upward revisions of the estimates of natural increase. The current official projections (produced in 1966)* for England end Weles suggest just under 7 million extra people 1964-81, having taken into account significant reductions in the assumed inward migration. But this was partly offset by a higher proportion of female immigrants, and the fact that immigrants were assumed to hava a higher fertility rate than the nationel averaga in the later projections.

SOUTH EAST REGION

12. In general, the view of future population increase in the region and its distribution within the region, did not change substantially between the time of the South East Study and the Review of the Study. In tha leter estimates, the total increase remained almost exactly the same, but mede up of more natural increase (particularly in London) and less net immigration.

13. The current official projections for the region† for the years 1964-81 incorporate a cut in net immigration to only 59,000 compared with the 350,000 assumed earlier in tha Review. This significant downward revision takes into consideration the possible effects of government policy to aid the Development Areas, the growth of planned London overspill schemes outside the region's boundaries (e.g. Peterborough, Ipswich, Swindon), end an estimated reduction in net immigration from *outside* England and Wales. However, the net effect of population movements on regional births and deaths remains considerable and is estimated to add 418,000 persons to the region's population between 1964 and 1981 (see Annex C, Table 4). With the forecast of natural increase remaining unchanged, the total population gain is now expected to be 2,140,000 in the period, compared with 2,430,000 in the Raview projections. No change was made in the estimated net outflow of a million people from Greater London between 1964 and 1981, but the projected population growth in the Outer Metropolitan Area was reduced by 14 per cent (180,000) and in the Outer South East by 12 per cent (140,000).

14. The above comparison of the new official projections with the Review figures has more than academic interest, as the Review material was used by the Ministry of Housing end Local Government to advise local planning authorities in 1966 (Circular 5/66) of the additional population to be expected between 1964 and 1981. This advice was given on an individual county basis with separate figures for those parts of counties falling within the Outer Metropolitan Area. The planning authorities have shown that their present plans provide (or that additional provision can be made) for sufficient land within the Outer Metropolitan Area and more than sufficient land in the Outer South East to meet the estimated growth suggested by the Ministry. The estimates cover all expected additional population growth other than that contained in new and expanded town proposals for which provision will continue to be negotiated on an *ad hoc* basis.

* See *Economic Trends* November 1966.

† See *Studies on Medical and Population Subjects* No. 21 by E. J. Thompson (HMSO 1967), for e detailed enalysis of the projections for the South East. These projections were prepared in 1966, i.e. before the South East Planning Council were in a position to comment.

16. The Council consider that Circular 5/66 should continue to be the basis of development plans, but that the local planning authorities should pay special attention to the trends suggested by the current projections, together with such further information as is revealed by future censuses of population and further projections based on them.

16. The South East's share of the population of England and Wales has been rising; but the current projections indicate a reversal of this trend in the late 1960s as shown in Table A4.

Table A4 **Percentage of England and Wales population living in South East Standard Region**

1951	1961	1964	1971	1981
34·7	35·4	35·5	35·3	35·0

However, a substantial increase is still projected in the size of the Region's population as shown in Table A5.

Table A5 **Population of South East Standard Region**

Million

1951	1961	1964	1971	1981
15·21	16·35	18·83	17·89	18·97

The increase of 2·14 million between 1964 and 1981 corresponds to an average increase of 0·7 per cent per annum, compared with 0·8 per cent per annum between 1951 and 1964. The South East is the only standard region for which the average annual rate of increase projected for 1964-81 is lower than that experienced during 1951-64. In terms of volume, however, the projected increase scarcely changes: it averages 126,000 persons a year, compared with 124,000 between 1951 and 1964.

17. The future growth of population in the South East, indicated by the current official projections, would be considerable (see Table A6) but far from unique in the region's history. In absolute numbers (1·3 million in 1961-71 and 1·3 million in 1971-81) the growth would be little or no more than the increments experienced over much of the last 150 years. In terms of proportionate increases over existing numbers, forecast growth of 7-8 per cent per decade is much below the 12-18 per cent achieved during every decade of the last century.

Table A6 **Estimated population growth in the South East Standard Region**

Selected Censal Decades	Absolute Increase Million persons	Increase %
1811–1821	0·5	18
1841–1851	0·8	14
1871–1881	1·1	17
1881–1891	1·2	15
1891–1901	1·4	15
1901–1911	1·2	11
1911–1921	0·6	5
1921–1931	1·2	10
1931–1941	1·1	8
1941–1951	0·5	3
1951–1961	1·1	7
1961–1971	1·3	8
1971–1981	1·3	7

18. If the latest very broad static forecasts of the further natural growth of population in the region from 1981-2001—perhaps another 4 million people, with 1·7 million in 1981-91 and 2·3 million in 1991-2001—prove to be near the truth, then the numbers to be provided for in that period, particularly in the second half, will be larger than anything previously experienced.

Table A7 **Population of the major divisions of the South East Standard Region**

Home population

Million

	1951	1961	1964	1971	1981
Greater London Council Area	8·21	7·99	7·99	7·94	8·01
Outer Metropolitan Area	3·51	4·52	4·82	5·36	5·90
Outer South East	3·50	3·85	4·02	4·40	5·06
South East Standard Region	15·21	18·35	16·83	17·69	18·97

19. For the three major divisions of the South East, the projections show the pattern of population changes indicated in Table A7. The growth between 1964 and 1981 shown in Table A7 is based on the natural increase and net migration components shown in Table A8.

Table A8 **Natural increase and net migration components, 1964-81**

Million

	Greater London Council Area	Outer Metropolitan Area	Outer South East	South East Standard Region
Net Migration	−1·00	+0·42	+0·64	+0·06
Natural Increase	+1·03	+0·65	+0·40	+2·08
Population Increase	+0·03	+1·07	+1·04	+2·14

20. In 1951, the Outer Metropolitan Area and the Outer South East each contained about 23 per cent of the region's population. By 1964 their shares had increased to 29 per cent (Outer Metropolitan Area) and 24 per cent (Outer South East), reflecting the fact that the most rapid growth was in the Outer Metropolitan Area. Between 1964 and 1981, roughly equal volumes of growth (just over a million in each case) are projected for each area, and the 1981 percentages would become 31 per cent (Outer Metropolitan Area) and 27 per cent (Outer South East).

Age breakdown of projected future population

21. As in the country as a whole, a substantial part of the projected increase in the region's population is in the dependent aga groups—young persons (aged 0-14) and older parsons (males over 64 and femeles over 59). The percentage increases are as shown in Teble A9. There is a rather more rapid increase in the number of young persons in the South East than in the rest of England and Wales, but e less rapid increase in the numbers of older persons and of persons in the working age groups.

22. The broad distribution of the projected population changes into age groups for the region and the major divisions are shown in Table A10.

23. The most significant feature of Table A10 is the drop in the population in the working

age groups in Greater London, which is most marked in the later 1960s (44,000 per annum) but continues into the 1970s (19,000 per annum). Elsewhere in the region there are increases in these age groups, especially in the Outer Metropolitan Area in the late 1960s and in the Outer South East in the 1970s, although these increases are much smaller than those experienced in the recent past.

Table A9 **Population Breakdown**
Increase as percentages of 1964 levels

Period	South East Standard Region: Young persons	Working age groups	Older persons	All persons	England and Wales: Young persons	Working age groups	Older persons	All persons
1964–71	14·9	0·8	9·2	5·1	14·6	0·9	11·7	5·6
1971–81	18·5	3·4	9·2	7·6	17·7	5·0	10·9	8·8
1964–81	33·4	4·2	18·3	12·7	32·4	5·9	22·6	14·4

Table A10 **Age structure of projected population**

Period		Thousand persons: Young persons	Working age groups*	Older persons	All persons
1964–71	Greater London Council Area	+ 167	− 305	+ 87	− 50
	Outer Metropolitan Area	+ 189	+ 216	+ 132	+ 537
	Outer South East	+ 185	+ 172	+ 21	+ 378
	South East Standard Region	+ 542	+ 83	+ 240	+ 865
1971–81	Greater London Council Area	+ 241	− 186	+ 25	+ 79
	Outer Metropolitan Area	+ 159	+ 204	+ 174	+ 537
	Outer South East	+ 274	+ 346	+ 41	+ 661
	South East Standard Region	+ 672	+ 364	+ 240	+1277
1964–81	Greater London Council Area	+ 408	− 491	+ 112	+ 29
	Outer Metropolitan Area	+ 348	+ 421	+ 306	+1074
	Outer South East	+ 459	+ 518	+ 62	+1038
	South East Standard Region	+1214	+ 448	+ 480	+2142

*It must be emphasised that the second column refers to persons in the working age groups—i.e. all residents aged 15—64 (men) or 15—59 (women)—*regardless of whether they are actually employed or otherwise forming part of the working population.* Conversely, some of the older persons will in fact be at work.

Employment trends

1. The growth and distribution of the population of the South East Region, described in Annex A has, of course, been closely related to the expansion and changing character of the labour force in the region. A consistently high level of aconomic activity in the region since the second world war has acted as a magnet for hundreds of thousands of migrants seeking work, while the overspill from London channelled into the new towns added to the pressures in the booming industrial ring of the Outer Metropolitan Area. In the period up to 1981, the current population projections foretell a significant fall in the rate of inward migration, and the analysis shows that the population of working age is expected to rise relatively slowly in the region as a whole and to fall dramatically in London. *Thus, if the projections are borne out by events, any increase in the region's output will depend to a much greater extent than in the recent past on improvements in labour productivity.*

Employment trends: South East Study

2. The South East Study, using statistics derived from Ministry of Labour data, showed that employment in 'South East England' (the present Planning Region plus East Anglia and Dorset, but minus Peterborough) had been growing faster than in any other major sub-division of the country. The fastest employment growth rates in the region had been recorded in the Outer Metropolitan Area, and employment in Greater London had continued to increase. The Review of the South East Study (prepared for official use in 1965) by and large confirmed the Study's findings on employment growth.

Employment trends: census 1951—census 1961

3. The employment figures from the 1961 census did not become available until after the completion of both the Study and the Review, and they are directly comparable only with previous census data, more particularly with the census of 1951. Any attempted comparison with Ministry of Labour data must be very guarded and qualified; in particular, care must be taken to exclude from the census figures categories not covered by the Ministry of Labour statistics, such as employers and self-employed (which generally grew at a slower rate than employees between 1951 and 1961) and armed forces (which declined in numbers between 1951 and 1961).

4. According to the census, the total number of employees in civil employment rose, between 1951 and 1961, by about 0·7 per cent per annum in England and Wales, and about 1·0 per cent per annum in the South East Standard Region; within the region by about 0·4 per cent per annum in the Greater London conurbation, around 2½ per cent per annum in the Outer Metropolitan Area, and around 1 per cent per annum in the Outer South East.

5. These census rates of growth appear somewhat slower in most cases than those suggested for the same period by the Ministry of Labour data on employees in civil employment, with a strikingly large discrepancy in relation to Greater London (+0·4 per cent census against +1·0 per cent per annum Ministry of Labour). It is thought that two elements in the statistical coverage probably account for the major part of the apparent contradiction. First, there was a strong growth

between 1951 and 1961, probably most noticeable in the capital city, of seasonal and other irregular workers *holding National Insurance cards*. One could mention students as a case in point. These part-year workers would be counted by the Ministry of Labour but, in general, not by the census*. (This difference of statistical coverage pinpoints a weakness in *both* sets of figures: the census *understates* the growth in total man-hours worked by omitting these categories; the Ministry of Labour figures *overstate* the growth by counting part-time work as equal in weight to full-time. Thus, the increment of man-hours worked possibly lies somewhere between the alternative sets of figures available) †. Secondly, it seems likely that the Ministry of Labour figures have over-estimated employment in London by including in the London total too many employees who are known not to be employed in the area where their National Insurance cards were exchanged but whose area of employment is not known. This over-estimation may have been further caused by the trend towards centralisation of personnel records in recent years.

6. The above considerations should be kept in mind when reading the following analysis of employment trends since 1961, based solely, of course, on Ministry of Labour figures. The 1966 census results will provide a further single year check when they become available.

Employment trends 1960-64‡

7. Between 1960 and 1964, comparable years in the trade cycle, total employees in employment in all industries and services in the South East Standard Region increased by 1·3 per cent per annum (or a total of 398,000 persons), compared with 0·9 per cent per annum (856,000) in Great Britain. Within the South East, the increase was 0·6 per cent per annum (114,000) in the Greater London Conurbation; 2·9 per cent per annum (181,000) in the Outer Metropolitan Area; and 1·9 per cent per annum (104,000) in the Outer South East. Between 1964 and 1966 these trends continued. The rates between 1960 and 1964 were fairly close to the growth suggested for 1951-61 by Ministry of Labour data; an exception is that growth in Greater London employment has fallen from about 1·0 per cent per annum to 0·6 per cent per annum.

8. For all industries and services, between 1960 and 1964, the growth in *female* employment (possibly, of course, of a part-time nature) was somewhat greater at 1·6 per cent per annum than *male* employment at 1·2 per cent per annum. This characteristic was particularly marked in the Outer Metropolitan Area (3·8 per cent against 2·4 per cent), and the Outer South East (2·5 per cent against 1·6 per cent), while in Greater London the balance was more even.

9. The branches of industry recording the highest rates of employment expansion between 1960 and 1964 were, in the region as a whole, insurance, banking and finance, followed by professional and scientific services, and construction, all with over 3 per cent per annum. Manufacturing industry's gain was only 0·3 per cent per annum 1960-64. The industries which lost labour were led by agriculture, forestry and fishing, and also included shipbuilding and marine engineering, vehicle manufacturing, and clothing manufacture.

10. The average annual fall in employment in agriculture, forestry and fishing, between 1960 and 1964, in the South East was 3·7 per cent, very close to the Great Britain figure of 4·0 per cent. The decline in the South East in this industrial order amounted to 20,000 persons, of whom 2,000 were located in the Greater London Conurbation, 9,000 in the Outer Metropolitan Area, and over 9,000 in the Outer South East. The losses of farm workers tend to be heaviest in the vicinity of towns. (See also Figure 14.)

*See *Ministry of Labour Gazette*, November 1965, pp. 478-479.

†It should be noted that neither the census nor Ministry of Labour statistics take account of the second job of people with two jobs, probably an expanding element in the employment scene.

‡See also Annex C, Tables 5, 7 and 8.

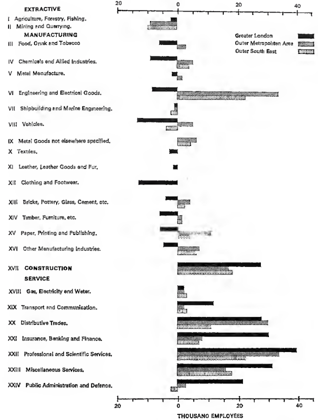


Fig. 14 CHANGES IN THE NUMBER OF EMPLOYEES IN EMPLOYMENT IN THE MAJOR DIVISIONS OF THE SOUTH EAST STANDARD REGION, 1960-64

The length of the bars represents the size of the employment growth by industrial order. All changes are shown to the nearest thousand; changes of less than 500, and orders containing too few employees to be meaningful, have been omitted.

11. In the Greater London Conurbation, between 1960 and 1964, it is significant that every single manufacturing industrial order dropped in employment, with a total fall throughout the period in all manufacturing industry of over 5 per cent or 80,000 persons. This was more than made up by a 28,000 expansion in the construction labour force and 169,000 extra providing 'services' of all kinds.

12. In contrast to London, the Outer Metropolitan Area gained manufacturing employment totalling more than 12 per cent or 78,000 in the period; in addition the area also recorded gains of over 15 per cent (17,000) in construction, and over 13 per cent (95,000) in services. Within the latter category, insurance, banking and finance led, with a 30 per cent gain (8,000 employees) during these four years.

13. The Outer South East showed a pattern of growth broadly similar to the Outer Metropolitan Area. Manufacturing industry expanded by over 9 per cent (33,000), construction by a very high 17 per cent (18,000), and services by 8 per cent (63,000).

The structure of employment

14. The structure of the region's employment in 1966, by industrial order and by sex, is illustrated in Figure 15.

Working age population 1964-81

15. In Annex A the population projections 1964-71-81 for the region as a whole and for the three main divisions, distinguished between working age and dependent age groups, and Table A10 presented the analysis in some detail.

16. The age group projections (which do *not* take into account the raising of the school-leaving age in 1970) indicate an increasing proportion of dependents in the total population of the South East, in line with the pattern of population growth in the country as a whole. (See Table A9.) Consequently, while the number of young dependents increases by over 33 per cent, and older persons by over 18 per cent, the South East can expect on these projections no more than a 4·2 per cent increase in its population of working age (15-64 for men; 15-59 for women) in the seventeen years 1964-81; 0·8 per cent in 1964-71 and 3·4 per cent in 1971-81. In numbers this would mean an increase of 83,000 in 1964-71 (half of which had been added by 1966) and one of 364,000 in 1971-81, with much the greater part of the addition coming after 1976. *This is in sharp contrast to the experience of recent years,* where over the three years 1961-64 the population of working age in the region increased by 2·9 per cent (299,000 persons).

17. Of perhaps even more significance for policy-making is the distribution of the changes in the age groups between the three major divisions. In particular, there would be a *drop* in the population of working age in Greater London of 305,000 between 1964 and 1971, and a further 186,000 in 1971-81. At the same time, in the period as a whole, London would gain 408,000 extra children and 112,000 persons above retiring age.

18. While London loses large numbers of working age, the Outer Metropolitan Area would gain 216,000 in 1964-71 and 204,000 in 1971-81; and the Outer South East 172,000 and a very significant 346,000. The region in relation to its working age population will apparently be exhibiting a strong centrifugal tendency, resulting in a build-up towards its periphery.

Labour supply 1964-81

19. In order to attempt to estimate the probable supply of employees in the *region as a whole,* employee activity rates* were calculated for the region (based on national activity rate forecasts†) and then applied to the home population aged 15 years and above. It was assumed, *inter alia,* that pressure of demand

*For definition of this term see Annex D.
†See *Ministry of Labour Gazette,* November 1966, pp. 718-721.

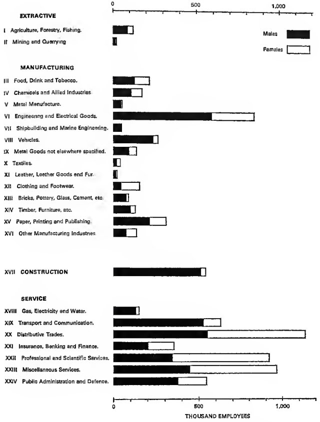


Fig. 15 STRUCTURE OF EMPLOYMENT IN THE SOUTH EAST STANDARD REGION, 1966

The length of the bars represents the number of employees in employment in the Region at mid-1966, by industrial order.

for labour would remain constant and high, and that activity rates among middle-aged married women will continue to rise. The effect of raising the minimum school-leaving age to 16 in 1970 and the extension of further and higher education during the period were taken into account. The results are shown in Table B1, presented as a range for 1971 and 1981 to indicate the possible margin of error.

Table B1 **Activity rates: population: employees**

I. Employee activity rates for population 15+

per cent

South East	1960	1964	1968	1971	1981
Males	80·7	79·3	79·3	77·0—78·0	73·0—75·0
Females	41·3	42·2	43·8	41·0—42·0	41·0—43·0

II. Home population 15+

Million

Males	5·85	6·24	6·30	8·46	8·79
Females	8·71	6·98	7·02	7·06	7·33

III. Supply of Employees

Million

Males	4·72	4·95	4·99	4·95—5·00	4·95—5·10
Females	2·77	2·94	3·07	2·90—3·00	3·00—3·15
Total	7·49	7·89	8·07	7·85—8·00	7·95—8·25

20. The main implication of Table B1 is that as well as the fact that the population of working age is projected to rise very slowly indeed in the region as a whole in the next seventeen years, the proportion of the population aged 15 years and above likely to offer themselves for work will probably fall. At worst, the total supply of employees could be below the 1966 level throughout the period; at best, still somewhat below in 1971 and possibly 200,000 above by 1981. *The shortage of labour is likely to be extremely acute.* Figure 16 illustrates this 'manpower gap'. The labour supply situation should begin to ease only in the late 1970s, when the children born in the baby boom of the early 1960s enter the working age groups.

21. Activity rates for the parts of the region were not attempted because the Ministry of Labour figures are based on place of work, so that travel to work across the boundaries of the divisions distorts the true picture. This means that the only pointers to the probable supply of employees in the divisions are the populations of working age figures discussed in paragraphs 16 and 17. For London, the big drop projected in the working age population could have serious implications for the manning of essential services. The labour supply problem facing the region is considered further in various chapters of this report.

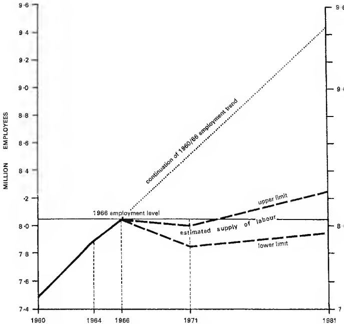


Fig. 16 ESTIMATED SUPPLY OF EMPLOYEES IN THE SOUTH EAST STANDARD REGION

The estimated number of employees in the Region in 1960, 1964, and 1966, with projections for 1971 and 1981.

ANNEX C

Tables

Table 1 **Home population in the sub-divisions of the South East Standard Region at mid-year 1951, 1961 and 1966**

ANNEX C

Sub-division	Home Population at mid-year			Home Population Changes								
				1951–61			1961–66			1951–66		
	1951 '000	1961 '000	1966 '000	Total Change '000	Percentage Change %	Annual Growth rate %	Total Change '000	Percentage Change %	Annual Growth rate %	Total Change '000	Percentage Change %	Annual Growth rate %
1 Greater London Council Area	8,208	7,985	7,914	—223	— 2·7	—0·3	— 72	— 0·9	—0·2	—286	— 3·8	—0·3
2 Outer Metropolitan Area (West)	827	800	898	+173	+27·7	+2·4	+ 98	+12·2	+2·3	+271	+43·3	+2·4
3 Outer Metropolitan Area (North)	732	1,008	1,113	+278	+37·7	+3·2	+105	+10·4	+2·0	+381	+52·1	+2·8
4 Outer Metropolitan Area (East)	558	804	908	+248	+44·2	+3·7	+104	+13·0	+2·4	+350	+62·8	+3·3
5 Outer Metropolitan Area (South East)	588	550	735	+ 74	+12·6	+1·2	+ 75	+11·3	+2·2	+149	+25·4	+1·5
6 Outer Metropolitan Area (South)	437	561	599	+125	+28·5	+2·5	+ 37	+ 5·8	+1·3	+152	+37·0	+2·1
7 Outer Metropolitan Area (South West)	568	684	757	+118	+20·9	+1·9	+ 73	+10·8	+2·1	+191	+33·7	+2·0
Outer Metropolitan Area Total	3,505	4,518	5,009	+1,013	+28·9	+2·6	+492	+10·9	+2·1	+1,504	+42·9	+2·4
8 Outer South East (Berks.-Oxon.)	390	442	488	+ 52	+13·3	+1·3	+ 46	+10·5	+2·1	+ 98	+25·1	+1·5
9 Outer South East (Beds.-Bucks.)	213	230	251	+ 17	+ 8·0	+0·8	+ 21	+ 9·4	+1·8	+ 38	+18·0	+1·1
10 Outer South East (Essex)	305	329	352	+ 24	+ 7·7	+0·7	+ 33	+10·0	+2·0	+ 56	+18·5	+1·1
11 Outer South East (Kent)	521	545	590	+ 25	+ 4·8	+0·5	+ 45	+ 8·2	+1·6	+ 70	+13·4	+0·8
12 Outer South East (Sussex Coast)	783	859	907	+ 76	+ 8·8	+0·9	+ 48	+ 6·5	+1·1	+124	+15·9	+1·0
13 Outer South East (Solent)	1,290	1,443	1,551	+153	+11·8	+1·1	+108	+ 7·5	+1·5	+251	+20·2	+1·3
Outer South East Total	3,501	3,848	4,149	+346	+ 9·9	+0·9	+301	+ 7·8	+1·5	+848	+18·5	+1·1
South East Total	15,215	16,351	17,072	+1,135	+ 7·5	+0·7	+721	+ 4·4	+0·8	+1,857	+12·2	+0·8

Source: General Register Office

Table 2 **Estimated changes in the population of the South East Standard Region and its major divisions between mid-1961 and mid-1966**

ANNEX C

SOUTH EAST STANDARD REGION

'000

Components of population change	1961–62	1962–63	1963–64	1964–65	1965–66
Births	287	296	304	305	302
Deaths	191	203	182	185	192
Natural increase	+ 95	+ 93	123	+ 121	+ 109
Net civilian migration					
within England and Wales	− 40	− 14	− 17	− 35	− 29
outside England and Wales	+ 141	+ 42	+ 49	+ 42	+ 28
Net civilian migration	+ 101	+ 27	+ 32	+ 5	− 1
Total home population change*	+ 201	+ 126	+ 151	+ 125	+ 118

MAJOR DIVISIONS

'000

Area	1961–62	1962–63	1963–64	1964–65	1965–66
Greater London Council Area					
Natural increase	+ 47	+ 46	+ 60	+ 58	+ 53
Net civilian migration	− 32	− 63	− 61	− 98	− 87
Total home population change*	+ 17	− 14	− 2	− 38	− 35
Outer Metropolitan Area					
Natural increase	+ 38	+ 38	+ 45	+ 46	+ 43
Net civilian migration	+ 78	+ 50	+ 54	+ 51	+ 42
Total home population change*	+ 118	+ 90	+ 98	+ 100	+ 87
Outer South East					
Natural increase	+ 10	+ 9	+ 17	+ 16	+ 14
Net civilian migration	+ 55	+ 40	+ 39	+ 50	+ 45
Total home population change*	+ 88	+ 50	+ 54	+ 64	+ 65

*Total home population changes include changes in the number of armed forces and minor statistical corrections

Source: General Register Office

Table 3 Estimated age structure of the home population of the South East Standard Region and its major divisions at mid-year in 1961, 1964 and 1966, with projections for 1971 and 1981

'000

Area	Year	All ages	0–14	Males 15–64 Females 15–59	Males 65+ Females 50+
South East Standard Region	1961	16,351	3,550	10,277	2,514
	1964	16,828	3,632	10,576	2,621
	1966	17,072	3,755	10,615	2,702
	1971	17,693	4,173	10,659	2,880
	1981	18,970	4,845	11,023	3,100
Greater London Council Area	1961	7,985	1,603	5,202	1,180
	1964	7,986	1,587	5,204	1,194
	1986	7,914	1,590	5,079	1,244
	1971	7,936	1,754	4,898	1,281
	1981	8,015	1,995	4,713	1,307
Outer Metropolitan Area	1961	4,518	1,110	2,803	604
	1964	4,822	1,173	2,996	653
	1968	5,009	1,238	3,117	657
	1971	5,359	1,352	3,211	785
	1981	5,896	1,520	3,417	959
Outer South East	1951	3,848	847	2,272	729
	1964	4,020	872	2,375	773
	1986	4,149	929	2,419	801
	1971	4,398	1,057	2,548	794
	1981	5,058	1,330	2,893	835

Source: General Register Office

Table 4 **Analysis of projected population changes in the South East Standard Region, 1964-81**

'000

	1964–71	1964–81
Net population movements		
to remainder of England and Wales	−230	−551
from other countries	+299	+610
from all sources	+ 69	+ 59
Net effect of population movements on regional births and deaths	+ 91	+418
Overall effect of migration on regional population increase	+160	+477
Increase in population in absence of all movements after mid-1964	+705	+1,665
Projected population increase	+865	+2,142
Population — 1964	16,828	16,828
1971	17,693	—
1981	—	18,970

Source: General Register Office

NOTES ON THE EMPLOYMENT ESTIMATES USED IN TABLES 5—10

The Ministry of Labour employment estimates used in Tables 5–10 relate to employees in employment; they exclude employers and self-employed, armed forces, and those registered as wholly unemployed, but include part-time and occasional employees. These estimates, which are based on a count of National Insurance cards, supplemented by voluntary returns from employers, are subject to sampling and other errors, which can be relatively large where the number of employees shown in an individual order is less than 6,000. The allocation of employees is by place of work; some few persons may, however, be allocated arbitrarily to areas and regions other than the actual location of employment (for example, where their insurance cards are exchanged other than at their place of work, but where the actual place of work is not indicated).*

There are important differences between the employment estimates for 1960–64 and those for 1964–66:

a Figures for 1960 and 1964 have been provided because these years are at comparable positions in the trade cycle. 1966 figures have been added to bring the series up to date, but too much should not be read into changes between 1964 and 1966, which are not at comparable points in the trade cycle.

b In 1965, the Ministry of Labour altered their method of compiling employment estimates†. The 1960–64 figures in Tables 6, 7 and 8 were worked out using the old method, while the 1966 figures, with revised 1964 figures for comparison, in Tables 6, 9 and 10 use the new method.

c The Greater London figures for 1960–64 in Tables 7 and 8 refer to the old Greater London Conurbation; similarly the Outer Metropolitan Area figures refer to the Metropolitan Region minus the Conurbation. The 1964–66 figures in Tables 9 and 10 refer to the present Greater London Council Area and Outer Metropolitan Area.

* See *Ministry of Labour Gazette*, July 1966, pp.389–391.

† See *Ministry of Labour Gazette*, March 111.

Table 5 Estimated numbers of employees in employment in the South East Standard Region at mid-year 1960 and 1964

'000

Industrial Order		Males 1960	Males 1964	Females 1960	Females 1964	Total 1960	Total 1964
I	Agriculture, forestry and fishing	116	97	30	28	146	125
II	Mining and quarrying	16	16	*	*	17	17
	Total extractive industries	130	111	32	30	162	141
III	Food, drink and tobacco	138	136	96	92	232	228
IV	Chemicals and allied industries	105	106	82	60	167	166
V	Metal manufacture	41	40	11	10	52	50
VI	Engineering and electrical goods	543	574	236	261	778	825
VII	Shipbuilding and marine engineering	51	46	3	3	53	49
VIII	Vehicles	261	247	33	34	294	281
IX	Metal goods not elsewhere specified	82	90	39	40	121	129
X	Textiles	19	18	20	18	39	36
XI	Leather, leather goods and fur	12	12	10	9	21	21
XII	Clothing and footwear	49	46	125	115	174	161
XIII	Bricks, pottery, glass, cement, etc.	72	74	15	15	87	89
XIV	Timber, furniture, etc.	105	101	26	25	131	127
XV	Paper, printing and publishing	201	209	96	97	297	306
XVI	Other manufacturing industries	62	67	64	56	116	123
	Total manufacturing industries	1,739	1,766	824	627	2,662	2,592
XVII	Construction	462	518	26	33	488	561
XVIII	Gas, electricity and water	116	123	15	18	133	141
XIX	Transport and communication	538	547	98	107	636	664
XX	Distributive trades	517	547	513	652	1,030	1,098
XXI	Insurance, banking and finance	172	192	130	166	302	348
XXII	Professional and scientific services	270	314	469	523	739	838
XXIII	Miscellaneous services	376	424	602	520	878	944
XXIV	Public administration	354	360	144	163	498	522
	Total service industries (orders XVIII—XXIV)	2,345	2,505	1,871	2,038	4,218	4,643
	Total all industries and services	4,676	4,699	2,753	2,928	7,429	7,827

*No significant figure.

Source: Ministry of Labour

Table 6 **Estimated numbers of employees in employment in the South East Standard Region at mid-year 1964 (revised figures) and 1966**

'000

	Industrial Order	Males 1964	Males 1966	Females 1964	Females 1966	Total 1964	Total 1966
I	Agriculture, forestry and fishing	97	84	28	26	126	110
II	Mining and quarrying	15	15	*	*	17	17
	Total extractive industries	111	99	30	29	142	128
III	Food, drink and tobacco	136	138	93	91	228	229
IV	Chemicals and allied industries	106	107	61	63	167	170
V	Metal manufacture	40	42	10	11	50	53
VI	Engineering and electrical goods	574	589	252	259	826	847
VII	Shipbuilding and marine engineering	46	42	3	3	49	45
VIII	Vehicles	247	235	34	33	281	268
IX	Metal goods not elsewhere specified	90	92	40	41	129	134
X	Textiles	18	17	18	17	36	34
XI	Leather, leather goods and fur	12	11	9	9	21	21
XII	Clothing and footwear	46	44	116	106	162	150
XIII	Bricks, pottery, glass, cement, etc.	74	72	15	16	89	88
XIV	Timber, furniture, etc.	101	100	26	25	127	125
XV	Paper, printing and publishing	209	212	98	100	306	312
XVI	Other manufacturing industries	67	70	66	60	123	129
	Total manufacturing industries	1,766	1,771	830	832	2,596	2,603
XVII	Construction	517	615	33	37	551	552
XVIII	Gas, electricity and water	123	128	18	19	141	147
XIX	Transport and communication	532	631	106	113	639	644
XX	Distributive trades	547	555	554	589	1,100	1,144
XXI	Insurance, banking and finance	192	193	156	161	348	354
XXII	Professional and scientific services	314	340	524	585	838	926
XXIII	Miscellaneous services	424	443	522	624	946	968
XXIV	Public administration	359	374	163	177	522	551
	Total service industries (orders XVIII—XXIV)	2,490	2,563	2,043	2,168	4,533	4,731
	Total all industries and services	4,884	4,948	2,937	3,065	7,821	8,013

*No significant figure.

Source: Ministry of Labour

Table 7 **Estimated numbers of employees in employment in the South East Standard Region and its major divisions at mid-year 1960 and 1964**

'000

Industrial group		South East Standard Region		Greater London Conurbation		Outer Metropolitan Area		Outer South East	
		1960	1984	1960	1964	1960	1964	1960	1984
Extractive (SIC orders 1 & 2)	Males	130	111	12	11	48	40	70	60
	Females	32	30	5	5	13	12	14	14
	Total	162	141	17	16	61	52	84	74
Manufacturing (SIC orders 3–18)	Males	1,739	1,766	1,033	988	449	501	267	278
	Females	824	827	554	519	179	204	90	104
	Total	2,582	2,592	1,687	1,507	628	705	347	380
Construction (SIC order 17)	Males	462	518	258	280	105	120	101	118
	Females	26	33	18	22	5	7	4	5
	Total	488	551	274	302	110	127	104	122
Services (SIC orders 18–24)	Males	2,345	2,505	1,536	1,631	375	412	434	462
	Females	1,871	2,038	1,168	1,242	342	400	362	396
	Total	4,216	4,543	2,704	2,873	717	812	795	858
All industries and services	Males	4,878	4,899	2,837	2,910	977	1,074	881	916
	Females	2,753	2,928	1,746	1,787	538	822	470	518
	Total	7,429	7,827	4,583	4,697	1,515	1,696	1,331	1,434

Source: Ministry of Labour

Table 8 **Average annual growth rates of employees in employment in Great Britain, the South East Standard Region, and its major divisions, 1960-64**

Per cent

Industrial group		Great Britain	South East Standard Region	Greater London Conurbation	Outer Metropolitan Area	Outer South East
Extractive	Males	−4·2	−3·8	−1·9	−4·5	−3·8
	Females	−1·1	−1·3	*	−1·6	−0·4
	Total	−3·9	−3·1	−2·4	−3·9	−3·1
Manufacturing	Males	+0·3	+0·4	−1·1	+2·8	+1·8
	Females	−0·2	+0·1	−1·6	+3·4	+3·8
	Total	+0·1	+0·3	−1·3	+3·0	+2·3
Construction	Males	+3·3	+2·9	+2·3	+3·4	+3·9
	Females	+4·2	+6·0	+4·8	*	*
	Total	+3·2	+3·1	+2·6	+3·6	+4·1
Services	Males	+1·4	+1·7	+1·5	+2·5	+1·6
	Females	+2·4	+2·2	+1·6	+4·1	+2·3
	Total	+1·9	+1·9	+1·5	+3·2	+1·9
All industries and services	Males	+0·7	+1·2	+0·7	+2·4	+1·6
	Females	+1·4	+1·6	+0·6	+3·8	+2·5
	Total	+0·9	+1·3	+0·8	+2·9	+1·9

*No significant figure

Source: Ministry of Labour

Table 9 **Estimated numbers of employees in employment in the South East Standard Region and its major divisions at mid-year 1964 (revised figures) and 1966**

'000

Industrial group		South East Standard Region 1964	South East Standard Region 1966	Greater London Council Area 1964	Greater London Council Area 1966	Outer Metropolitan Area 1964	Outer Metropolitan Area 1966	Outer South East 1964	Outer South East 1966
Extractive	Males	111	99	8	9	42	37	60	63
(SIC orders 1 & 2)	Females	30	29	4	4	13	12	14	13
	Total	142	128	12	13	55	49	74	67
Manufacturing	Males	1,766	1,771	965	929	524	545	277	297
(SIC orders 3–16)	Females	830	832	512	495	213	221	105	116
	Total	2,596	2,603	1,478	1,424	737	766	381	412
Construction	Males	517	515	273	272	127	124	118	119
(SIC order 17)	Females	33	37	21	22	8	9	5	6
	Total	551	552	294	294	134	133	122	125
Services	Males	2,490	2,563	1,601	1,646	427	460	463	457
(SIC orders 18–24)	Females	2,043	2,168	1,229	1,290	417	457	397	421
	Total	4,533	4,731	2,830	2,938	843	917	860	878
All industries and services	Males	4,884	4,948	2,848	2,856	1,119	1,166	917	926
	Females	2,937	3,085	1,766	1,811	650	699	521	555
	Total	7,821	8,013	4,614	4,667	1,769	1,865	1,438	1,482

Source: Ministry of Labour

Table 10 Average annual growth rates of employees in employment in Great Britain, the South East Standard Region and its major divisions, 1964-66

Per cent

Industrial Group		Great Britain	South East Standard Region	Greater London Council Area	Outer Metropolitan Area	Outer South East
Extractive	Males	−6·2	−5·4	*	−6·6	−5·5
(SIC orders	Females	−2·7	−2·8	*	−3·0	−3·5
1 & 2)	Total	−5·8	−4·9	+0·8	−5·8	−5·1
Manufacturing	Males	+0·9	+0·2	−1·8	+2·1	+3·5
(SIC orders 3–18)	Females	+0·5	+0·1	−1·7	+1·9	+5·2
	Total	+0·7	+0·1	−1·8	+2·0	+4·0
Construction	Males	+1·7	−0·2	−0·3	−0·9	+0·6
(SIC order 17)	Females	+6·9	+4·8	+3·0	*	*
	Total	+2·0	+0·1	−0·1	−0·4	+0·9
Services	Males	+0·5	+1·4	+1·4	+3·9	−0·6
(SIC orders	Females	+2·8	+3·0	+2·4	+4·7	+2·9
18–24)	Total	+1·5	+2·2	+1·9	+4·2	+1·0
All industries	Males	+0·3	+0·6	+0·1	+2·1	+0·5
and services	Females	+1·8	+2·1	+1·3	+3·7	+3·2
	Total	+0·8	+1·2	+0·6	+2·7	+1·5

*No significant figure

Source: Ministry of Labour

Table 11 Major planned expansion schemes

	1966 Population	Proposed scale of planned intake by 1981
Already designated		
Milton Keynes	40,000	70,000
Peterborough	78,000	70,000
Under consideration		
Northampton	122,000	70,000
Ipswich	121,000	70,000
Swindon	98,000	75,000†
South Hampshire*	850,000	No proposals made
Ashford	32,000	65,000‡

Source: Ministry of Housing and Local Government.

*The Study Area as defined in the *South Hampshire Study,* HMSO. 1966.

†Under negotiation between the GLC and the local authorities concerned.

‡The scale of intake on which the consultants have been asked to report in their feasibility study.

Table 12 **Public investment in new construction in the South East Standard Region, 1965-66**

	UK*	GLC Area	Rest of S.E. Standard Region	S.E. Standard Region	S.E. Standard Region as % of UK
	£ million	£ million	£ million	£ million	%
Dwellings	550·2	83·8	78·3	162·1	29·5
Environmental services, libraries, museums, etc.	145·8	10·5	28·9	39·4	27·0
Education					
University	55·2	7·4	7·6	16·0	27·2
Other	133·6	9·5	26·1	34·8	25·9
Child care	2·2	0·5	0·6	1·1	50·0
Hospitals	73·9	11·6	12·5	24·0	32·5
Other NHS services	23·2	2·5	4·5	7·0	30·2
Fire service, civil defence, police, prisons, law enforcement	20·0	2·5	5·7	8·2	41·0
Miscellaneous local government services	34·1	3·1	8·0	9·1	26·7
Roads and public lighting	181·8	17·8	28·1	45·9	26·2
Other transport and communications	123·4	NA	NA	58·8	48·0
Fuel and power	195·6	14·0	45·2	69·2	30·3
Central government assistance to trade and industry	10·8	0·3	3·1	3·4	31·5
Other public sector services	30·1	8·1	7·1	13·2	43·9
Total	1,579·9	NA	NA	479·0	30·3

Source: Abstract of Regional Statistics, No. 3, Table 22

*Excludes investments, totalling £44·6 million, that cannot be apportioned regionally.

NA—Not available.

Table 13 **Passengers entering Central London daily between 07.00 and 10.00 hours, 1951-66**

'000

Mode of travel	1951	1961	1962	1963	1964	1965	1966
Public transport							
British Railways	376	475	473	477	492	482	484
London Transport Railways	458	529	545	527	520	524	519
Total rail*	740	885	900	885	889	886	882
Buses and coaches	291	209	215	191**	191	180	175
Total public transport	1,031	1,094	1,115	1,076	1,080	1,066	1,057
Private transport							
Private cars	40	89	94	95	98	99	100
Motor cycles, etc.	26	30	29	25	22	18	15
Total private transport	65	119	123	120	120	117	115
Grand Total							
Inner Cordon†	1,096	1,213	1,238	1,196	1,200	1,183	1,172
Outer Cordon‡	—	1,256	1,279	1,240	1,249	1,229	1,215

Source: London Transport

*Excludes double counting of passengers travelling both by British Railways and London Transport Railways.

**Affected by ban on overtime and rest day working.

†The boundary of an area enclosing the mainline railway stations, but slightly smaller than the current official definition of Central London.

‡The boundary of the area currently defined as Central London.

ANNEX D

Terms used in the report

Activity rate
The proportion of the total number in any group of people of a particular age or sex who work or are available for work. The activity rates used in the Report relate to the number of employees (employed and registered unemployed) as a proportion of the home population aged 15 and over.

Birth rate
Annual live births per 1,000 home population.

Civilian population
The population resident in an area *minus* armed forces stationed in that area.

Conforming area
An area that conforms to the land-use pattern for which it is zoned in a development plan.

Death rate
Annual deaths per 1,000 home population.

Demand for labour
The number of jobs available at a given time and in given market conditions.

Dependent population
Home population aged 0–14, 65 and over (males) and 60 and over (females).

Employees in employment
Mid-year estimates of civilian employees, derived from National Insurance cards, less the registered wholly unemployed.

Home population
Total population (including armed forces) resident in an area.

Labour productivity
Output per unit of labour.

Labour supply
The number of persons offering themselves for work at a given time and in given market conditions.

London overspill
Net outward migration from the GLC area. Planned London overspill refers to people nominated by the GLC who move to new and expanded towns. Voluntary overspill refers to people who move out under their own arrangements.

Natural increase
Births minus deaths.

Net migration gain
Immigrants minus emigrants.

Planned expansion schemes
Town expansions under the New Towns Act and the Town Development Act, dasigned to catar primarily (but not entirely) for planned overspill from London.

Service industry
Includes, broadly speaking, all personal services, professional and commercial activities, public utilities and transport.

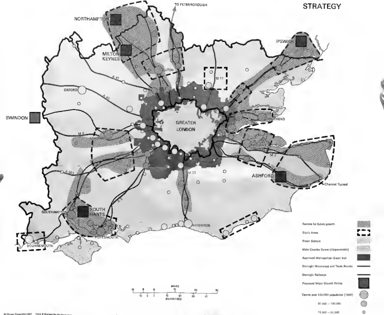
Wholly unemployed
Registered unemployed persons without jobs on the day of tha count and availabla for work on that day.

Working age population
Home population aged 15-64 (males) and 15-59 (femalas).

Printed in England for Her Majesty's Stationery Office by McCorquodale & Co., Ltd. London, N.W.1.
Dd. 134637. K. 64. 11/67

SOUTH EAST PLANNING REGION

STRATEGY



 From *A Strategy for the South East*